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SO THEY SAY

I like to watch a good four-flusher work.—*Carl Sandburg, poet.*

Men think differently who live differently.—*Harold J. Laski in The New Republic.*

The slums don't pay much in taxes but the taxpayers have to pay a lot for the slums.—*David Cushman Coyle in Uncommon Sense.*

The outstanding forces in American life are Old Man Human Nature and Old General Politics.—*Prof. Howard W. Odum, University of North Carolina.*

The Christian conscience does not make us more nearly infallible than other men in technical details—*Labor Sunday Message, Federal Council of Churches.*

Prevailing wages do not prevail anywhere but with the government; they do not prevail in private enterprise.—*Robert Moses, park commissioner, New York City.*

I went over the country for three months defending the Constitution, until I developed nervous prostration and had to go abroad to rest.—*E. F. Hutton, New York financier.*

To maintain peace one must keep one's shirt on and concentrate one's moral crusades where they will do the most good.—*Dorothy Thompson in New York Herald Tribune.*

The greatest danger threatening democratic institutions comes from those influences which tend to stifle or demoralize discussion.—*Inscription above the stage in the St. Louis Municipal Auditorium.*

Youth should not be treated like camels and be expected to consume enough information during formal schooling to last for the journey through life.—*J. W. Studebaker, U. S. Commissioner of Education.*

It is true I think that social work is in danger of being mildewed by discretion, which is only another name for fear.—*Prof. E. J. Urwick, University of Toronto to Toronto Conference on Social Welfare.*

The woes of the world are not due to irremovable economic forces. They are due to removable politicians—Republicans, Democrats, Socialists, Bolsheviki, Fascists, Nazis.—*Prof. Robert McElroy, Oxford University.*

It is tantalizing to think of the new relations we should see, of the new world of thought we should live in, if our brains were but twice their present size.—*Prof. Edgar Douglas Adrian, Cambridge University, at the Harvard Tercentenary.*

When textbooks on social service and social problems are permitted to enter the Sunday School, that institution ceases to become a soul-winning agency and becomes the den of all forms of heresy.—*J. N. Barnett, Nashville, Tenn., to the Southwide Baptist Sunday School Clinic.*

There are millions, there are millions, there are millions of blessings. Every day they are multiplied by many, many more. There are trillions, quadrillions, quintillions, sextillions, septillions, octillions, duodecillions, decillions, and decillions of decillions of blessings.—*Father Divine.*

I don't believe in the inevitability of human perversity; I don't believe that science is destroying us; I don't believe that blind economic forces cause depressions and that we must be forever the victims of the cyclical cruelty.—*John G. Winant, chairman, Social Security Board, quoted in Collier's Weekly.*

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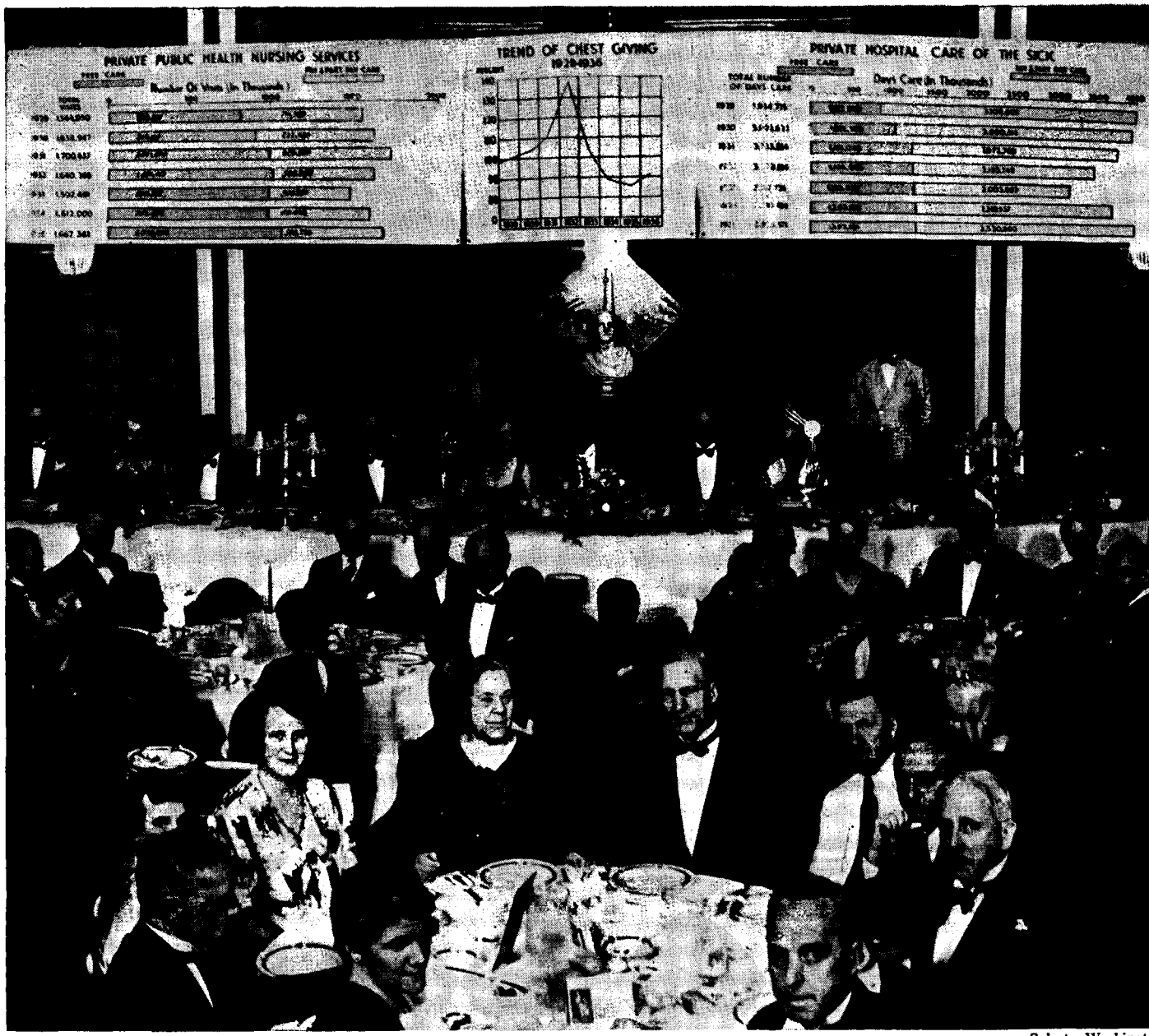

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Do the eyes deceive us or does George Washington preside over the dinner meeting of the 1936 Mobilization for Human Needs in Washington, September 17? Prominent too at the conference were Gerard Swope, Mrs. Harper Sibley (left); Dorothy Thompson, Newton D. Baker (right)

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THE SURVEY

OCTOBER 1936

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Youth and Yardsticks

By GERTRUDE SPRINGER

A "YARDSTICK for corporate giving" may be the answer to that perennial problem of community chest campaigns—contributions from local activities of nationally controlled business enterprises. Community chest people, board members and executives, gathered in Washington in mid-September at the call of Community Chests and Councils, Inc., for the 1936 Mobilization for Human Needs, heard a "logical and systematic" plan for corporation support of local welfare funds advanced by business men and added their practical experience to the discussion. It was agreed that a community has a right to expect support of its welfare program from locally operating industries and enterprises whatever their ownership and control. It was also agreed that a basic policy to guide local representatives of absentee control was reasonable and desirable. The difficulty lay in finding a formula that would establish the principle without the rigidity of rules and regulations to deter the "cheerful giver" and to fortify the reluctant, and that would safeguard the chest and the community program against the possibility of control by any one group of givers. That the whole subject had been opened up, that leaders of "big business" in various lines—manufacturers, chain stores, railroads, insurance and so on—were admitting a degree of responsibility and sitting down with community chest folk to discuss it, was taken as a gain over the time, not so long ago, when the search for alibis, local and national, was more evident than the search for a *modus operandi.*

The 1936 mobilization, ground layer for the money raising campaigns of the late fall and early winter, was a lay rather than a professional meeting, even though the executives of chests from all over the country were probably in the majority. The discussions ranged over matters of broad community concern rather than over the details of the money raising job. The plaguing questions of the last year or two—how to get money without relief as the touchstone of appeal, how to answer the taxpayer who believes he is paying till it hurts and has no mind to add to his pain by voluntary giving—scarcely lifted their heads in formal papers or programmed discussion. If they still plague chest executives—and who doubts but they do?—they were not aired in Washington.

What might be called the business aspects of the mobilization focused on the effort to arrive at some basis of corporation support as a dependable backlog in financing the community welfare program. In its "human needs" aspects the emphasis was definitely on youth, on King David's old question, reiterated by Newton D. Baker, "Is it well with the child?" In the direction of services the chests must hold, Mr. Baker urged, that it is not enough that a child should be well clothed and fed, even well educated; even more important is it "that the disciplines of life to which he is subjected should be of a character to give him strength of purpose and sturdiness and virtue as a citizen and a neighbor." Mr. Baker cautioned that "We should not be fooled by the present popular materialistic philosophy of life. . . . We must not let our society become shiny and shallow." Warning against "allowing our social work to become traditional," he outlined what he called a "clean slate" study, recently made of a district in Cleveland, which broke away from the familiar forms of community survey and instead appraised the attitudes of people, especially boys and girls, and the values they found in daily life. This new kind of inquiry revealed "an appalling absence of character among the young" and brought about a movement "to restore into that community what seems to have been totally taken away during the past ten or fifteen years."

THE general unrest of the youth of the world was discussed by Dorothy Thompson, news commentator and journalist, who traced the vitality of the revolutions of the last decade—"revolutions of youth" she called them—to a deep instinctive desire for a society with unity, order and direction in which each individual felt a sense of usefulness.

We know what the results of this movement have been. The conception of the whole has swallowed the conception

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of the parts. Instead of integration we have regimentation. Instead of unity, we have uniformity. Instead of societies, we have armies. . . . These vast armies of young men who are both regimented and exalted menace western civilization. For these are not civilized conceptions of unity or civilized goals. But they are proof that men would rather have unity and order in the service of death than anarchy and atomization for no end which can be envisioned. . . . There is a better conception of society than that of the ant hill or that of the regiment. It is the picture of society as an orchestra. It has leadership, it has unity, it has purpose, but it also has piccolo players and a first violinist. It is a collective, whose power and beauty depends upon manifold activities; upon the highest possible development of very unequal individuals. And each individual is not demeaned by his participation in the collective, but vastly augmented and expanded by it. He is not regimented. He is cooperative.

Urging the social agencies to "stand up" to the problems of youth, and to recognize that "youth belongs in the middle of things, helping to run them, not off by itself, grumbling and demanding," Charles P. Taft, vice-president of the Cincinnati YMCA admitted that though the principles of youth guidance, of "character building," are clear, their application is not easy. The youth agencies are trying, he believes, "to show boys and girls how to live," something which schools, churches and parents "really ought to be doing but—God forgive us—are not." What kind of a philosophy of life do the youth agencies teach, he asked.

Well, they believe in all around living, in the cultivation of body, mind, and spirit. They believe in God, and they believe in good citizenship. They want to stimulate a boy or a girl to find his place in the world, to study his own capacities, to understand how the business world is growing here, contracting there, and to lay out a course of living that will bring opportunities for service and tranquillity of spirit.

Parenthetically, the chest movement itself, as more than one speaker pointed out, must, as a practical matter, look to the rising generation for its leadership and for its funds. Death is taking toll of old leaders and big givers. Their children do not always inherit their sense of community responsibility along with their fortunes.

It has become a tradition for the Mobilization to open on the White House lawn. There, this year, in bright sunshine under trees that the next day were whipped by the tail of a West Indian hurricane, the delegates heard President Roosevelt outline "clear evidence of returning prosperity," and point out that, "The cooperation given by the federal government in social welfare activities extends rather than contracts the responsibilities of private activities for local relief." As "tasks more fitted to private than to government administration" he mentioned the encouragement of private reemployment of those on relief rolls, the continuance and extension of medical care of all kinds, ministry "to the hundreds of thousands of cases which present special problems," and the building up of recreational opportunities.

REPLYING to the President, Gerard Swope, chairman of the Mobilization this year as last and president of the General Electric Company, agreed that, "The prospect of a brighter outlook on our economic horizon, which last year we forecast with some temerity, has been more than justified in the past twelve months." But problems remain "as important, and certainly more insidious, more demanding of skill in treatment, than those of the crisis itself."

Following the White House session the national committee on the Mobilization, exclusively masculine, met with Mr. Swope to discuss the application of the provision in the tax law, new since the 1935 Mobilization, of a permissive deduction, in tax returns by corporations, of 5 percent from net income on account of contributions to charity. At the same time the women's committee, led, in the absence of Mrs. Roosevelt, by Mrs. Harper Sibley of Rochester, went into session to discuss and presently to approve a statement, What We Believe, as a platform for future efforts.

At the luncheon meeting which followed, Mrs. Sibley good humoredly pleaded for less segregation of the sexes in community chest discussions: "For a long time we have been allowed the privilege of interpreting what the men think. Possibly we might illuminate as well as interpret." Dr. Thomas Parran, surgeon general, U.S. Public Health Service, at the same session, put forward strong arguments for maintaining and strengthening voluntary health services, particularly community nursing and hospital and dispensary services.

The discussion of "a yardstick for corporate giving" for community welfare purposes was based on a plan presented by Donaldson Brown, chairman of the finance committee of General Motors Corporation. [See opposite page.] In presenting the plan, which has been adopted by his corporation, Mr. Brown advanced "potent arguments" against federal administration of relief and concluded that:

The relative efficiency of private as compared to public philanthropic agencies is unquestioned. The greater the degree of private interest and private administration of these activities, the more economical and efficient will be the results. One of the most serious threats to our social structure arises from conditions which have forced government to assume responsi-

Platform of the Women's Committee, 1936 Mobilization for Human Needs

"WHAT WE BELIEVE"

WE believe in maintaining the voluntary and unofficial agencies that offer individualized neighborly services to prevent and relieve suffering, to restore and maintain self-reliance, to foster good citizenship.

We believe in studying the social agencies, and the social needs and their causes and ways in which such needs might be met, and in interpreting, supporting and criticizing constructively the development of public services.

We believe in telling others about the need so that they will understand and help.

We believe in enlisting the active participation of citizens in the voluntary agencies so that they will give personal service, give leadership, give money.

We believe in the partnership of volunteers and social workers to accomplish their combined task; in the partnership of voluntary and official welfare agencies; in the partnership of all men and women of good will in providing the finest quality of community service.

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"YARDSTICK FOR CORPORATE GIVING"

By Donaldson Brown

AS applying to those employers conducting factory operations within the community who are willing to adopt this plan, a preliminary quota should be established by applying to the total community chest budget that percentage which the aggregate local taxes payable by these employers are of the total local taxes payable by the entire community.

The distribution of this preliminary quota among the various employers should be in the same proportions as the factory employment of the several employers bears to the total factory employment of all these employers.

In order to facilitate judgment on the part of each employer as to the extent to which his preliminary quota is subject to discount in the light of appraisal of the various activities embraced in the community chest budget, that budget should be divided into the two following basic categories of activity—

(a) Those activities which are for the relief of human suffering, misery and destitution, including hospitals, free clinics, milk funds, day nurseries, orphan asylums, the Red Cross, family relief and welfare.

(b) All other activities including recreational, character building and miscellaneous services.

All activities listed under (a) justify a full degree of support by employers, and accordingly should be given a weighting of 100 percent. Those activities listed under (b) warrant varying degrees of support on the part of employers, and should be given a weighting of from 20 percent to 100 percent, depending upon the appraisal by each employer of the importance to him of the several activities included therein.

In deciding upon the specific weighting which the employer should assign to those activities in category (b), there is need of the exercise of judgment on the part of those familiar with the local conditions. In the case of General Motors, we have determined to leave to the local plant manager the determination of such weighting within the limits of 20 percent and 50 percent. If the plant manager decides that a weighting of more than 50 percent is warranted as applied to any activity within the category, he may recommend to the Corporation's executive committee such higher weighting as he deems appropriate.

bility for the welfare of its citizens, with the danger that such a course must inevitably produce political pressure for constantly more relief and constantly less work.

For these reasons, it behooves all of us to do all in our power to reduce the burden of relief upon the shoulders of the public treasury, lessening the requirement thereof, so far as may be practicable, by the support of the agencies of private philanthropy. In fact, looking at the situation in its broadest aspect, employers, who after all bear the greatest share of taxation, would be warranted in encouraging greater activity on the part of community chests and in increasing their contributions thereto just as rapidly as the community could be brought to a transfer of the activities to private hands; for ultimately the actual costs could certainly be minimized by this procedure. If the basic necessities of relief are not met through private agencies, the burden falls inescapably upon local, state or federal government. By encouraging the proper maintenance and growth of efficient private agencies for meeting actual need, corporations and other taxpayers could enjoy relief from otherwise necessary taxes to an extent far more than offsetting the costs assumed in the support of such private agencies.

In urging a "yardstick" Mr. Brown held that:

A corporation is fully justified, from the viewpoint of enlightened self-interest, in assuming its fair share of the support of those activities which fulfill the community's responsibility to those actually in need. To other worthy causes which do not rest upon the above basis, a corporation management is justified in contributing to whatever degree it concludes, after careful appraisal, that it may enjoy benefits which will balance the costs so assumed.

How such a plan as Mr. Brown advanced could be applied to various lines of business was discussed in group meetings of business and community chest executives. Mr. Swope, speaking as a manufacturer, said that a scale of giving based partly on taxes and partly on the chest budget was in effect at the Schenectady plant of General Electric, and seemed to be working well. In Schenectady the company contribution runs about a third of that of the employes, the combined contributions constituting 61 percent of the chest income. The chain store group, led by Albert H. Morrill, chairman of the Kroger Grocery and Baking Company, felt that Mr. Brown's plan was inapplicable to their business, though they would welcome "a plan that fitted." Judge R. V. Fletcher, speaking for the Association of American Railroads, said that the railroads had never had a policy, but were willing "to take the matter under advisement," through conference with a committee of chest representatives. Wendell Willkie, president of the Commonwealth and Southern Corporation, hoped that the public utility industry would consider devising a "formula for giving," to be recommended to the various companies and that the telephone and gas companies would cooperate. He too asked for a committee from the chests to confer with a committee from his industry. In effect these various spokesmen gave the principle their blessing, and hoped that something "feasible and practical" would be developed.

Of course the whole scheme did not go without challenge from laymen and professionals alike. Howard Bruce, president of the Baltimore National Bank, deplored the idea of putting "the spirit of charity into a logical strait jacket," and objected to taxes as a basis since "the amount of money you make in a community has a bearing on the amount of the gift." C. M. Bookman, director of the Cincinnati chest, held firmly that the effectiveness of services

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rendered rather than any rule of thumb should be the basis of community support. The Rev. E. Roberts Moore of the Catholic Charities, New York, characterized the whole idea as "shockingly reactionary."

To more than one eavesdropper on off-the-record comment it seemed that practical chest men, close in to the tempers and traditions of their communities, found their greatest difficulty in rationalizing the matter of weighting contributions according to "the appraisal by each employer of the importance to him of the several activities. . . ." This procedure, they pointed out, carried to its logical conclusion, put into the hands of men who might or might not be equipped to exercise it wisely, a power that could amount to control of the chest and of the community welfare program. "A strangle hold," some called it. "And what of the budget committees?" they asked. "Is an employer or a local plant manager better qualified to determine the value of social services than a group of men of tried judgment and experience in community concerns?"

Taken as a whole the meeting offered a curious mixture of idealism and materialism. There could be no doubt of the sincerity of the concern with youth, its present unrest and its doubtful future, but with this concern went, it seemed, a certain insulation from harsh realities abroad in the world, a willingness to agree that "something ought to be done about it," but without much envisioning of ways and means. On the other hand the hard-headed discussion of "a yardstick for corporate giving" brought out attitudes that made the hardest-boiled social worker feel, in comparison, like a gentle old Lady Bountiful.

How the discussion and pressure for "a yardstick for corporate giving" will affect this fall's campaigns, if at all, is for time to tell. So far as could be gathered in informal inquiries the chests will go into their full campaigns, most of them deferred until after election, with full confidence in their ability to reach their goals. For the most part goals are not yet set, but it seems probable that they will aggregate some 10 percent higher than last year. Relief will figure when it comes to budgeting, but the relief appeal will not be emphasized. Character building, services to youth and children, rehabilitation and health activities will be the backbone of this year's appeal.

Vistas for Volunteer Programs

By RUTH HYDE HARVIE

President, Association of the Junior Leagues of America

THE job a volunteer does or how well or ill she functions in it does not interest me particularly. What I am interested in is the impact, present and future, on the social programs of our communities, of large groups of lay people whose experience in sharing community responsibility has transmuted passive acceptance of things as they are into active insistence that they be bettered. Therefore, I am probably unjustly critical of volunteer programs where the only measuring sticks used are performance and efficiency, where the volunteer is looked upon as a filler-in, a supplement to be accepted or rejected. Rather I prefer to consider the volunteer job as an opportunity to develop the social conscience of one more member of the community.

Many social workers tell me that this is a lovely thought, but that their immediate aim is to carry out their agency's program as well as possible. The development of a social conscience for the community is a bright star but a distant one.

Let us look for a moment at the framework of a volunteer program which at least might reach toward that distant star. Inevitably you plan some preliminary education for your volunteer, orientation to social work in general and in particular to the field of work in which she is to serve. Intelligent placement follows naturally—training cannot be wasted on square pegs for round holes. Then adequate supervision becomes essential—by now your volunteer is part of your agency's investment. And finally, continued and specialized education is indicated for it has become obvious by now that those famous twins—efficiency and reliability—follow hot on the heels of the interest aroused by education and kept alive by the possibility of enlarging the scope of the volunteer job.

It would seem that the agency that develops and supervises its volunteers within this framework would find itself blessed with a group adapted to four important roles:

First, that of prompt, reliable and efficient volunteer workers—good because they are interested, because their imagination has been stimulated, because they see their jobs as progressively important instead of dully static; second, that of potential board members who know the methods of their agency because they have worked in it, who know its place in the community scheme, and how it meets the standards of its field—board participants rather than necessary appendages with pockets and purses.

The third role is that of interpreter, though not necessarily in formal fashion. Intelligent chat over dinner, at the bridge table, in the office and at the club is more valuable than is generally recognized provided it is founded on experience rather than hearsay. The fourth role—and I am back where I started—is that of citizens for tomorrow whose developed and disinterested social consciousness enables them to use their judgments wisely.

Given an ideal for volunteer programs there are still certain things which disturb me. I wish that all social workers would stop telling volunteers and board members and the world in general that it is a "privilege to be able to serve." I suppose this approach was developed to get away from the duty motif, the "duty" of the fortunate to help the less fortunate. Whatever its origin, I do not believe in it as an appeal. You can take or leave a privilege and the very word implies a certain immunity from

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consequences if you do not take it. That immunity has certainly vanished if it ever existed. Social workers have got to convince us volunteers that we are necessary, that we are denying the instinct for self-preservation if we refuse to serve, that unless we take on a part of the load they will fall under it. We really don't believe that now.

MY next trouble is that once an agency has netted a volunteer it is likely to throw her cold at her job. I've known girls who have worked in hospital clinics who have never set foot in any other part of the hospital than the dispensary. Patients whom they welcomed and catalogued might just as well have been suspended in space as far as these volunteers were concerned. They had no background, no future. The relation of the dispensary to the hospital and the relation of the hospital to the general welfare program of the community was for them a dim mystery.

Perhaps it is too much to ask that every volunteer be given an orientation course, but I am convinced that a long personal interview with the supervisor and an opportunity for the volunteer to observe all phases of an agency's work before she starts her own, would bring big returns in interest and intelligent performance and might bring out unsuspected capabilities. Some volunteers are executive, others are fitted for the aide services; still others have personalities, education and intelligence which fit them to start as case work students. But some times, it seems to me, the agency attitude is that, in the style of Gertrude Stein, a volunteer is a volunteer is a volunteer.

A volunteer, just as much as a trained medical worker, must work in a job where his particular talents, interest and available time can be used most effectively. I believe the generally accepted requirements for a volunteer are a sense of responsibility, a recognition of personal limitation, and a capacity for growth and development. But I submit that for the most part volunteers are not given responsibility commensurate with their ability; that there is a general underestimation of qualifications because not enough time and thought are given to selection and placement and that in many cases the volunteer jobs offer little opportunity for growth and development.

Volunteers must be interested in the possibilities of their jobs, convinced of their future before they will go to the effort of educating themselves for those jobs. It would seem a sound principle to interest volunteers before giving them special training rather than to offer the special training with the hope that interest may flower from it.

The same principle can be applied to boards. Of course some boards are vestigial remains and nothing can be done about them except to hope that their bank accounts are inexhaustible. Others remain stolid in the face of frequent suggestions of education and analysis. Again the trouble is that training and analysis are offered before interest is quickened.

There are of course many live vigorous boards whose members are real participants in agency affairs. I hear however of many social workers who have to struggle against indifference and last century thinking in their boards. I suggest to social workers that they are too kind to such boards. Why not tell them the truth about their agency. In executive reports, why always highlight the nice features of the work, playing down its trials and tribulations? Throw the grief in the board's lap for a change! You may have trouble on your hands for a time but the excitement may be the turning point for that board and that agency. Whatever happens, you will have stirred up interest, and suggestions for education and analysis are then in order. Of course, you might be fired. If you are, you will probably be thankful and find a job where you will have participating board members instead of a museum of antiquities.

In speaking of board members, I have used several times the word disinterested. My good citizen of tomorrow who is the volunteer of today will surely fail in her judgments and decisions if her heart and mind are so engrossed by a single agency that she is blind to the rest of the problems of her community. It is easy to be selfish, to attempt to divert to a particular agency all the time and attention and interest of as many lay persons as possible. But surely this is short sighted and the volunteer program with vision behind it will foster interest in all phases of the social program rather than attempt to rivet the eyes of the volunteers to any single project.

I have spoken about volunteers, their placement and training and about board members, but there is a wider utilization of interested lay people in carrying out special projects which relate to social welfare. I have in mind, as an example, the study of mothers' aid in Virginia made by the four Junior Leagues in that state—Richmond, Roanoke, Norfolk and Lynchburg. The study was carried on for a year. The first step in it was a legal investigation to make certain that, although the state appropriation for mothers' aid is ridiculously insufficient, the law as an instrument is adequate.

DURING the first six months of the study the volunteers from the four leagues, under the direction of the Child Welfare League of America, collected from the files of agencies throughout the state data on all mothers eligible to receive aid, the case worker of each agency determining the eligibility. In the second six months the orphanages were similarly studied and the county FERA directors were interviewed. All the material was then submitted to the Child Welfare League for compilation into a report to be used as a basis for appeal to the legislature for an adequate appropriation.

Perhaps that appeal will succeed, perhaps it will fail; but in any case the Virginia survey will have an importance hard to estimate today in the impact on community programs of these four groups of young women whose disinterested social consciousness was certainly widened and deepened through their volunteer job.

Social workers say that the chief liabilities of volunteers are their fluctuating interest, their uncertain time schedules, their emotional rather than intellectual approach to their jobs. Volunteers complain that their interest fluctuates because their capacities are underestimated, their jobs static and unsatisfying; that their reliability is in ratio to their interest and that better orientation, training and supervision would result in the desired intellectual approach. These differences might be reconciled I believe if emphasis were on long time rather than on immediate results. Immediate demand for performance and efficiency would be satisfied in many more cases if we measured volunteer jobs as instruments for the creation of disinterested, intelligent citizens for tomorrow.

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A Tilt With the Poor Laws

By RUDOLPH T. DANSTEDT
Family Welfare Society, Boston

"THROW out the Elizabethan poor laws!" chorus the social workers wherever two or three are gathered together. All right—agreed. But how? What is the strategy that will uproot a 300-year old system encrusted with tradition? In Massachusetts we tried, recently, not to uproot but to prune, to tidy up a little, and we learned a lot about strategy, about local resistance and about the virtue of patience.

We of Massachusetts are pardonably proud of the span of 300 years during which we have had some form of home relief. We lay no claim to its efficiency of administration. We admit that our relief officials have shown good and bad and sometimes amusing ingenuity in their method of "overseeing the poor" in the 355 cities and towns of the state. But, such as it is, our method has become a tradition, and therefore resistant to change. In the past four or five years individual communities here and there have set up modern relief departments, but in most places the "agent" has just expanded. Traditional New England self-determinism prevailed and experience in, say Provincetown, rarely filtered through to Williamstown and vice versa. A central nervous system was badly needed, it seemed, for these 355 "helping hands."

A gentle gathering of the reins was proposed in the state legislature in the spring of 1935, in a bill which would coordinate local relief agencies while permitting a high degree of local autonomy. The bill was rejected to the ringing tune of: "A mother knows her children, a town its citizens. How can a stranger run town welfare?" However the door to change was kept ajar by means of a special recess commission of the legislature appointed to study the bill and the public welfare laws. In traditional manner, the commission was to conduct public hearings throughout the state.

Somebody, it was clear, had to advocate the principles of the bill at these hearings, somebody had to organize interest. The summer went by before that somebody appeared. But in the early fall, just a few weeks before the beginning of the hearings, the Massachusetts Committee on Relief Administration, briefly the Steering Committee, accepted the challenge. This Steering Committee, organized in 1933 at the suggestion of the Family Welfare Society of Boston, was a voluntary association of public and private social work executives. Its membership was small and not well enough distributed geographically to assume responsibility for state-wide organization. However it came forward with a plan and assigned me as a special representative to follow it up throughout the state.

The plan called for preliminary meetings in each community where a hearing on the bill was to be conducted. It was hoped and believed that discussion of the need for public welfare reorganization would bring out, at the subsequent hearings, advocates of the bill or of its principles. The more persons who appeared at the hearings the better, for after all, legislators are more apt to be impressed by a show of hands that seem to represent public opinion than by arguments about "the good of the service."

In the first community tackled a private agency agreed, somewhat reluctantly, to arrange a discussion to include the local public relief director and several socially-minded citizens. The bill was not popular with the local relief officials, and the private agency executive was apprehensive lest her sponsoring of the group might militate against the existing, satisfactory, public-private social work relationship. The relief director did not make the issue easier when he included his legal counsel in his acceptance of the invitation. However the director came alone.

The discussion was effective. Under friendly argument the director lost his early antagonistic attitude and the agency executive her apprehensions. Finally, two of the group agreed to appear as individuals at the local hearing and to advocate the bill.

This first experience fortified our conviction that private agencies were the logical channels for organization, and that public agency representatives should be included in the discussion groups. A schedule of preliminary meetings, which tried to anticipate by several days the local hearings of the recess commission was now arranged in the communities. The majority of the agencies that cooperated were not identified with the Steering Committee. Occasionally the question arose as to the inclusion of representatives of organized taxpayers. If these representatives were interested both in taxes and in social issues, they were regularly invited. Consistently no potential and informed critics could be omitted.

THE discussion method usually worked surprisingly well. In two cities the groups were too large and participation was confined to a few technically informed individuals. The display of numbers had its effect, however, for one of the relief officials, bitterly opposed in his own councils to legislative changes, spoke favorably about state leadership and at the later public hearing condemned state-wide diversity of standards. Another city official, not in the relief department, who had been an interested auditor at the discussion meeting, gave mild but public approval.

Organizing meetings in communities where no private agencies were available was time consuming, but not difficult. Interested individuals could invariably be found to serve as sponsors. In one instance a prominent citizen not only agreed to organize and sponsor the meeting but also arranged personal contacts with the chairman of the recess commission.

Personal contacts were highly important to our program. In the capacity of observer, I attended most of the hearings, developed acquaintance with members of the recess commission and found opportunities for informal discussion with several of them. Relief officers were interested in what we were doing and anxious to give their viewpoints. Lay participants in the discussion were often confused by the intricate relief laws and wanted to talk about them after the meetings.

The value of reaching a community in advance of the hearing was frequently demonstrated. In place after place,

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where time had not permitted a preliminary meeting, the local officials came to the hearings with fire in their eyes, and damned the bill and all it proposed with, "We don't want a czar in the State House." On the contrary, in places where good preliminary work had been possible, criticism was more discriminating and the principle of state leadership more acceptable.

What were the end results of the efforts of the Steering Committee? Well, Massachusetts did not get its central nervous system for relief administration. The bill was rejected by the commission. But the Steering Committee does not concede that the day was irrevocably lost. On the side of gain, it counts evidence all over the state of willingness to respond to leadership in examining the time sanctified patterns of public welfare, and it sees potential local leadership in the several hundred influential people, well distributed geographically, whose concern about the assets and liabilities of the Massachusetts system has been quickened. In two communities, where the public welfare situation was far from satisfactory, there is indication that the groups brought together to discuss the bill will grow into local committees for action.

The committee also counts as gain what it has learned about the length, breadth and thickness of resistance to scrapping anything as time hallowed as the poor laws, and what it has learned about the strategy, persistence and patience it will require to overcome that resistance when the time comes to try again. For the committee, though it lost the first engagement, has not retired from the field. It "lives to fight another day."

As WPA Goes On

By DONALD S. HOWARD

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CHANGES in policy and shift in emphasis in the Works Program since the passage of the Emergency Relief Appropriation Act of 1936 now are established sufficiently in practice to be noted. In general of course the program is still governed by the orders, rules and regulations of the original setup. Of greatest interest, perhaps, are the new standards of eligibility for employment. Receipt of relief is no longer a prerequisite, since Congress prescribed that persons "in actual need of relief" shall have the same eligibility as those from relief rolls.

The actual effect of this regulation on the procedure of public relief agencies authorized to certify persons for Works Program employment is still largely matter for speculation, with practice varying widely and at least two large questions not yet answered. Will it lead to a reclassification of relief applicants? If the person certified as "in need of relief" fails to secure a work assignment, will this entitle him to relief from the certifying agency?

Congress also specified that, in determining the need of applicants, no consideration should be given to soldiers' adjusted compensation payments. It further specified that aliens, illegally in this country, are not to be employed "knowingly" by agencies cooperating in the Works Program. In practice, application of this latter provision seems to vary from laissez-faire to extended inquiry on dates of birth, arrival in this country and naturalization.

By administrative order, the minimum age for employment, previously fixed at sixteen years, has been raised to eighteen on all but student aid projects of the National Youth Administration, and except for youths already working on NYA projects as of July 1, 1936. Also by administrative order, persons on probation and parole, hitherto ineligible along with "persons serving sentence in penal or correctional institutions," may now be assigned to WPA jobs. The numbers affected are undoubtedly few, but the social policy is established.

The federal WPA has recently reemphasized its control over the number of noncertified workers, formerly known as nonrelief workers, employed on any project, and over monthly expenditures of state administrations. The WPA in Washington must now grant all exceptions to the rule that at least 90 percent of the workers on any project of any agency must be from among those certified as in need. Heretofore, such exceptions were often granted on the authority of state administrators, although there was much uncertainty as to their real jurisdiction.

The federal WPA has also extended its control over state WPA's through the inauguration of monthly limitations upon their expenditures. As heretofore, the President releases funds to the WPA, which notifies the various states of their allocations; but expenditures may now be made only in amounts authorized, from month to month, by the federal WPA. Incidentally, although the federal appropriation is supposed to remain available until June 1937, administrators have been warned against starting projects that cannot be finished before March 1 lest a lack of funds prevent their completion.

The increasingly important role given state and district WPA's, in coordinating the programs of other federal agencies in the Works Program with their own, is another significant change. One example of this is the transfer from the U. S. Employment Service to the WPA of responsibility for making assignments and reassignments of certified persons to projects of other federal agencies, although there is no change in the provision that all employes must be registered with the USES. From the beginning, local WPA units have frequently exercised the prerogative of assigning and reassigning both relief and nonrelief workers to their own projects, although there has always been some question as to their authority in connection with the nonrelief group. Now, the local WPA's are responsible for assigning certified workers to projects of other agencies, as well as to their own, but are clearly directed to requisition noncertified workers from the USES just as other federal agencies must do.

This authority, together with the consequent better knowledge of available labor and labor requirements, should enable the local WPA offices to plan their own programs more efficiently, and to coordinate them more effectively with the programs of other agencies.

Another example of the increasing jurisdiction of the WPA over the activities of cooperating agencies is its new

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tralization of the WPA program. For instance, funds ployed by other federal agencies. Under previous arrangements, local WPA offices seldom knew who were employed on projects of other agencies and had no control over them. According to present policies, lists of such workers currently employed are submitted to district WPA directors of employment who must ascertain whether they meet the requirements that at least 90 percent have been certified, that no person under eighteen and only one member of a family is working, and that aliens illegally in the country are not "knowingly" employed.

The original scheme of fixed monthly hours, for a fixed "security wage," is no more. Congress ruled that the prevailing rate of wages shall be paid on all projects, yet by administrative order the "schedule of monthly earnings" is retained. This means fixing the hours to be worked per month by each individual at the number which, when multiplied by the prevailing hourly wage, will give him monthly earnings according to his classification. This is the same device adopted under earlier work programs to supply the "budgetary deficiency."

With the vanishing of the "security wage," went also the policy of payment for time lost on account of bad weather, lack of materials, or other factors beyond the control of the worker. Under regulations now in effect, workers must put in one hour's work for each hour's pay; but local administrators are urged to arrange that time thus lost, including legal holidays and time taken off to vote, may be made up later, hour for hour. Meanwhile, the lowest category of monthly earnings, those in Region IV comprising the states of Alabama, Florida, Georgia, Mississippi, North and South Carolina, and Tennessee, have been raised to the level of Region III, which includes Arkansas, Kentucky, Louisiana, Oklahoma, Texas and Virginia.

There are signs of some desire on the part of the government to counteract general impressions as to the centralization of the WPA program. For instance, funds allotted by local governmental units sponsoring projects have heretofore been called "sponsors' contributions." A recent WPA General Letter urges that projects be spoken of normally as "sponsors' projects" and federal participation as a "federal contribution." A similar emphasis was evident in President Roosevelt's recent fireside chat discussing drought relief projects.

In the same General Letter, local directors are given direct responsibility for seeing that sponsors actually pay the amounts they pledged to the projects. However, the obligation remains a moral one, enforceable only by pressure or threat of withdrawal of funds from other projects of the sponsor.

The new Act repeats the provision of the 1935 law that federal WPA officials and regional or state administrators receiving $5000 or more a year shall be appointed by the President, by and with the consent of the Senate. The new legislation goes further than last year's, however, in specifying that appointments either to administrative or advisory federal positions connected with the WPA in any state, must be made from among the bona fide residents of the state "so far as not inconsistent with efficient administration." Another provision, much quoted by political adversaries in charges and counter charges, makes it a misdemeanor to threaten, intimidate or discriminate against any person on account of race, religion or political affiliation, so as to deprive him of benefits to which he is entitled under the Act.

This brief review of changes now in progress might be extended. The changes, both in the law and in policies reflect the effect upon the Works Program of pressure from many directions, some exerted upon it directly, some through Congress. Reflected are pressure from labor organizations, pressure from local taxpayers and governmental units, and perhaps most of all pressure from the WPA's accumulation of its own past experience.

Twenty-Five Years Ago in The Survey

October 1911

THE National League on Urban Conditions Among Negroes* was formed by the consolidation of three older organizations. George E. Haynes of Fisk University was named director and Eugene Kinckle Jones field secretary.

**Now the National Urban League for Social Service Among Negroes of which Mr. Jones has been executive secretary since 1916.*

OUT of 207 federal prisoners paroled last year by the new federal parole boards only one broke faith, said Attorney General George W. Wickersham to the American Prison Congress.

THE New York State Conference of Charities and Correction, meeting in Watertown, discussed the restoration of outdoor relief in New York City, where it had been abolished thirty years before. Robert W. Hebberd, secretary of the State Board of Charities, "contended that private outdoor relief was inadequate, especially in the case of widows, and that such relief was a proper function of government." He "could hardly bring himself to a return to the old system but recommended that in suitable cases the private relief societies should have means put at their disposal from the public treasury under some plan whereby the private societies would supply the machinery of distribution, rendering unnecessary the duplication of effort and keeping out all political consideration." Edward T. Devine "denied that relief is a public function. He said the question is not whether private charity would like to have more money to spend but whether public outdoor relief would be beneficial. Public outdoor relief would require at least a million dollars in New York City and he firmly believed . . . that with it there would be more neglected poverty and distress than without it."

THE thirteenth International Congress on Alcoholism endorsed "the pledge method of reforming drunkards."

FRANCIS H. McLEAN left the Charity Organization Department of the Russell Sage Foundation to head the new National Association of Societies for Organizing Charity.* Fred S. Hall, formerly of the Pennsylvania Child Labor Committee, was appointed associate director of the Charity Organization Department of the foundation.

**Now the Family Welfare Association of America of which Mr. McLean is staff consultant. Mr. Hall, who in 1928 became editor of the Social Work Year Book, retired last year.*

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Planning the Welfare Program

By NEVA R. DEARDORFF

Director, Research Bureau, Welfare Council of New York City

What does voluntary social work face as the price of unity and order in the American social welfare program, asks Miss Deardorff in this, the second of two articles drawn in part from a paper presented before the National Conference of Social Work. In her first article, published last month in *The Survey*, she discussed the competence and responsibility of voluntary social work to plan for the community, the state and the nation.

IN discussing what conditions in recent years have characterized local and national governmental welfare programs in relation to the conduct of planning, it can be said with truth and also with sympathetic understanding, that the federal government's welfare program has been subject to very wide, very rapid and what seems to the onlookers, essentially unpredictable changes. Whether the program could have been differently conceived or differently operated with incidentally another set of assets and liabilities; whether it could have been less violent in its fluctuations are points not essentially germane to our question. The only point here is that the changes instituted have been of such a nature as to make it practically impossible for voluntary agencies either to arrange their programs or to plan their work individually or collectively with reference to the government's program for even a few months in advance, or, often, to get any sense of what the government wished or expected them to do. Decisions with regard to the size of various parts of the federal program, the direction in which some parts of it were going and the means and method of their operation, have been at times matters about which voluntary social agencies learned only at the time the changes were being effected.

In the case of state and local governments, communities have varied, with no generally accepted scheme of relationships established by which voluntary social agencies or social workers could participate in the shaping of these changes. Moreover within the last few years the local governments themselves have had the same problem as the voluntary agencies with regard to the federal program. These conditions have been hard but it has been recognized that the intentions of the present government were humanitarian and its task stupendous.

This carries us to the question of whether a more stable national policy in social welfare programs may be expected to emerge fairly soon—a program which has some quality of sustained direction. In a recent article in *The Yale Review*, Walter Lippmann compared the policies common to the Republican and the Democratic administrations in recent years, in the hope that thereby he could discern the nature of the new phase of national life into which we are now moving, regardless of what party holds the reins of government. After reviewing the recovery policies of the last six years, he says:

> Here we have an assumption of responsibility for the operation of the whole national economy and the conviction that all the reserve power of government and all the resources it can command may and must be used to defend the standard of life of the people "against forces beyond their control." . . . It would seem that the decision which Mr. Hoover took in the autumn of 1929 is irreversible: he committed the government to the new function of using all its power to regulate the business cycle. . . . Because Mr. Hoover and Mr. Roosevelt have regulated a slump, their successors will also have to regulate a boom. The business cycle has been placed within the orbit of government, and for laissez-faire and individual adjustment and liquidation there has been substituted conscious management by the political state.

To the extent that the government fails to manage the business cycle successfully and permits depressions, it incurs the obligation to provide for people by other means and a part at least of these other means will be its social welfare program. The faster we can develop some generally accepted nucleus or design in national welfare policy for periods longer than four years, the better off we shall be. Unless we can do that we shall continue in the era of striving for salvation by election, rather than salvation by hard thinking on the part of all of us. The kind of national social welfare program to which all people of disinterested goodwill now look forward is one that, through quiet work performed day by day and year by year, builds and operates a network of social relationships that on the one hand keeps as many people as possible free from the necessity of attention from professional social welfare forces, even the insurances, and on the other operates for those who are in need in a sure, straightforward and competent way. Such a national welfare policy must have a reasonable degree both of stability and of flexibility. How to harmonize the new flexibility with some stability and dependability is one of our knottiest problems.

BECAUSE no problem gets solved unless some one tries to solve it, we come to our final question: What is social responsibility and how does it arise? Let us think for a moment about this idea of responsibility—a word often on our lips but seldom defined. Can we start with the idea that it encompasses both an ethical and a positive active role, and that the ethical has some negative aspects to it—a few prohibitions? In discussing voluntary social work there were references to its somewhat peculiar constitution: its diversity and its separatist tendencies and the nature of its support. These conditions lead us to questionings:

Has the time come when, in the interests of seeing better the whole community welfare picture and the problems of its planning, voluntary agencies should cease entirely from playing up their superficial differences from each other and from the public agencies and try to see and publicly to describe the similarities within a functional field and the

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relationships between fields? In the drive to be distinctive, superficial distinctions tend to be emphasized and common elements often ignored. Insofar as the differences are superficial, this is a confusing practice and obscures the picture of social welfare services.

Does voluntary social work, in a period of change that seems to threaten its own existence and influence and that often causes it inconvenience, have any obligation to maintain a just attitude toward the government's programs and activities? We see outcroppings here and there of disposition to depreciate the public service and to capitalize the mistakes and inadequacies of public policy and administration. These need attention but not from competitors.

Is it too much to ask that those in voluntary social work refrain from any and all of the following attitudes: a tendency to ignore the existence of the public agencies entirely, or only to criticize adversely; an urge to act as the mentors and general guardians of the public services, with resentment if the proffered advice and suggestions are not promptly and unquestioningly accepted; an indiscriminate defense of such part of the public program as may be identified as coming directly from voluntary social work.

In view of the fact that in many branches of social work it is only as the public agencies now assume great loads that the voluntary agencies achieve freedom to attempt the kinds of work that can give them distinction and character, is it improper to suggest that they not invest with peculiar sanctity something that they are able to do only by reason of the fact that the public agency is carrying most of the load?

Has the time come for voluntary agencies to make clear that the kind of experimentation open to them is not unlimited in its character? All that can be tried on a relatively small scale is open to them, but what can be learned only by means of huge operations is not within their powers, with the possible exception of the American Red Cross. Should not the voluntary agencies give up or modify the dictum that theirs is a peculiarly or exclusively advantageous place in which to conduct experiments generally in social welfare administration or in social work methods?

Has it not become clear also that voluntary agencies now have inherent handicaps as places in which a rounded social work experience, associated with professional education, can be acquired? Has voluntary social work a duty to desist from any further exclusive claims of that character?

Is it not obvious that community welfare planning, if it is to be practised with any effect, cannot be a function lodged solely with or preempted by the people in voluntary social work? Planning mechanisms must be more broadly representative and include not only public social work but allied professional and probably other public interests.

VOLUNTARY social work is not tarred extensively with these offensive or obsolete attitudes. But there is a touch of them here and there throughout the country—finger marks if you will. Should they not be polished right off as we enter the era of our new public welfare program?

With these questions about prohibitions out of the way we come to the matter of positive responsibilities in the relations of voluntary social work to social planning and its elements.

Responsibility in the sense of actual, tangible, special obligation for a task so exacting and essentially so difficult as that of taking part in planning for human welfare, can come about or arise, it seems clear, in no other than three ways:

A definite commitment or promise, wisely or unwisely made.

A presumption arising from past performances that leave no doubt as to ability.

A favored position or set of circumstances which strongly imply a reciprocal obligation on the part of the persons in such position, to utilize it in the interest of the community as a whole if the community needs their service.

In this country the field of social planning is open to anyone who wishes to try his hand, but can the obligation be fastened specially on him in any way other than the three listed above? Should we not ask then whether voluntary social work, as described, is actually under obligation for planning as described and if so on what basis? What promises have been made with regard to planning the nation's and the community's welfare program or even taking part in it? What planning has been done that would lead to the belief and the conviction that voluntary social work actually could plan? Finally, is voluntary social work in such a strategic or favorable place that the community has a right to expect that it will utilize its favored position to help with light and leading? Are there any precedents or *mores*? Is there any planning record?

ARE not the answers to our questions: first, that voluntary social work, taken as a whole, actually has made no promises but that parts of the social work establishment are edging up toward making them; second, that not enough planning of social welfare programs on the scale now needed, actually has been done, to date, by voluntary social work, to create an obligation for it to continue; and finally that, although the position of voluntary social work is handicapped in some ways for participation in planning, its position for helping with that difficult job is better than that of many other groups. It is from this position that its obligation grows. Whether it can or will fulfill its obligation to contribute more effectively is probably the most important question that it will have to answer in the next ten years.

If voluntary social work should accept the obligation it will need to envisage it in terms of the several components of social planning.

With regard to activities and their aims has not voluntary social work the obligations: to describe each kind of social work activity accurately, to tell what it is intended to accomplish, and how the need for it might have been prevented; to report scientifically whether or not, or to what extent activities achieved their aims; to describe activities and their results in such a way that intelligent persons, whether or not they are social workers, can understand them; to describe them with some regard for pointing out elements common to other social work in the given functional field and in related fields and thus to keep such records as will gear into a continuous roster of all the social work activities in a given community, whether their auspices be voluntary or public?

With regard to quantity of effort expended, has voluntary social work any duty to take an interest in total volume of social welfare services performed in each field for

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the whole community; to organize means and methods for measuring at regular intervals the volume of effort expended; to measure regularly the volume of effort against demonstrated need for services of a definite character; to educate the community to understand the meanings of changes in volume in the various branches of social work, and to accept readily a change in emphasis and of expenditures from one branch to another?

With regard to methods—that is, social work practice—does voluntary social work have any duty closely to scrutinize the methods that it uses in order to develop a more truly scientific foundation; to lower unit costs without sacrifice of quality and chance of successful results; to analyze method for implication as to minimum qualifications of persons using the method? Does voluntary social work acknowledge any obligation to contribute to the common fund of scientific social work literature and to participate in cooperative research into method?

WITH regard to the development of expert skill in the application of method, does voluntary social work have any duty to analyze the elements of skill and expertness in workers; to evolve ways and means by which degrees of expertness and skill can be detected or recognized with some degree of objectivity; to classify social work processes in terms of their demands for skill of the various degrees; to develop ways and means to enhance the skill of the personnel in social work; to experiment in the application of personnel practices that have proved effective in other fields of endeavor?

With regard to support of the community's welfare program, do voluntary agencies have any duty to employ such accounting methods as will make possible analysis of expenditure from the community point of view, to find out and advise the community accurately as to its economic basis—gifts from wealthy donors and from small wage earners, endowment, public subsidy, payments for services rendered—both for the whole and for its various parts; to study the problem of the support of the unpopular but vitally necessary elements of a good community program rather than to cater to uninformed contributor preferences or insular group prejudices?

These are important separate elements in planning the welfare program. Can we synthesize them and actually grapple with planning, which requires the consideration and appraisal of all of these aspects of the welfare program together? Are the people in voluntary social work prepared to face the possibilities, and the unescapable implications for individual agencies, that:

Definite opportunities for revising beneficially the total program of voluntary social work itself will appear in many places.

Control of growth probably will require at least the provisional establishment of some priorities among the several parts of a welfare program to encourage the exploration and development of certain types of work, to expand or contract volume here or there, to accent teaching or research in connection with some organizations.

The organization, architecture and design of voluntary social work, when seen, will appear susceptible of improvement in specific ways.

The optimum size of units of organization and their more rational geographical distribution will claim attention.

Easier interplay between voluntary organizations and with the public organizations will be matters of planning.

The common elements of method will be identified, and the qualifications of people competently to apply methods will be emphasized.

There can, however, be no effective consideration and planning of the elements together until there are genuinely acceptable instruments by which consideration of action in the interest of the whole can take place. This consideration and action will be achieved only at the price of some forfeit of the right of self-determination on the part of agencies individually and by groups.

The reorganization of the welfare service program of most American communities will have to employ collective and cooperative consideration. But such a process is a sham unless each participant is prepared to study the whole, to express as unbiased a judgment as he can and to accept, after proper examination and hearings, the group decision. Planning is the antithesis of laissez-faire and its application in the field of social welfare policy making and administration is not possible without a genuine appreciation of its values in relation to its price. But unless voluntary social work can get itself in some good cooperative formation, it will be in a very poor position to attempt to sit around the table with the various agencies of government in the interest of the larger problems of community coordination and planning. These ideas are recited here not because they are new but because most of them still await application and trial.

Community welfare planning, if it is anything, is a high form of social art based on knowledge of community conditions and of what constitutes a workmanlike, efficient job; but it transcends knowledge. The artists who practise it must be possessed of a driving urge to see a community lifted to higher levels of performance and of capacity to reach the conditions of well-being that we know are possible. Imagination, inventiveness, and inspiration—if it can be mustered—balanced and guided by knowledge and wisdom, are the wherewithal of planning. As is the case with other arts, there is always need for its practice by great artists, and room in its galleries for minor ones and for amateurs.

CAN the attributes that planning requires be commanded? Can they be exacted? Indeed, can they be promised? Not formally. But perhaps they can be evoked, encouraged and cultivated. And if they can, surely it is the business of voluntary social work to be taking part in that process of encouragement. Our country needs as it never has before, a substantial body of people with capacity to think and to lead in affairs of social work. Not faultfinding, not nostalgia for an old order, not a clinging to some prerogative by either Brahmin or Bolshevik, not panaceas, but hard, honest work to push through to new solutions, new adaptations, new ways of applying broadly the soundest knowledge that we have.

If voluntary social work can pass on to young social workers the means of finding themselves in this new scene, and of pouring their young enthusiasms and intelligence into the common fund of civic energy, it not merely will have claimed an area of responsibility in the development of the public welfare program, but will have occupied it.

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The Common Welfare

"Believe It or Not"

WHEN and if social workers in public agencies win their battle for civil service status they will find themselves under the blanket with a varied assortment of public servants. C. Lyle Belsley, director of the Civil Service Assembly, Chicago, is responsible for what he calls a "believe-it-or-not" list of odd jobs whose incumbents have a status not generally held by social workers. For example: St. Louis gets its leak inspector through civil service examination and Portland, Ore., its nuisance inspector. In California, state tree trimmers are under civil service as are the kennel men in the Los Angeles dog pound. On Cincinnati's civil service lists are dishwashers, bus boys, bed makers, baseball umpires and horseshoers. Milwaukee County, Wis. gives a civil service test for the job of calf herdsman, and Maryland for the job of mail censor. New Jersey has employed through civil service an historian and a jiu jitsu instructor.

Homeless in Winter

WITH snow already in the news from Denver and rural prognosticators discovering in onion skins and bird feathers gloomy portents of a long hard winter, it is not too soon, indeed it is a little late, for communities to face the question of what they propose to do in relation to the treatment of homeless men. The record, after the federal transient program ended last November, is nothing to be proud of. [See On Every Town's Doorstep by Ruth A. Lerrigo. *Survey Graphic,* June 1936, page 363.] In general, it shows a breakdown of efforts toward individual treatment, numerically small at best, and a relapse back to mass shelters—"sleep 'em and feed 'em and shove 'em along."

Of all the relief problems of big cities, few are more baffling than those raised by large numbers of homeless jobless men whose claims on sympathy the general public is slow to admit. The mass shelter has been the cheap and easy way out, though more than the present generation of social workers has borne witness to its high social cost in individual demoralization. Like it or not, the mass shelter is still "the American way" of caring for men without homes or jobs, and great numbers will be subjected within the next few weeks to its doubtful mercies.

How doubtful those mercies were in New York last winter is testified to by Darwin Meserole, long an acute observer of conditions in this area. In a tour of the various emergency annexes by which the Department of Public Welfare had multiplied the capacity of its municipal lodging house to 15,000, he found, in spite of the admitted good intent of the responsible officials, conditions of overcrowding, insanitation and of "needless hardships" that revolted his every humane instinct. The grimness of his winter picture was highlighted by a police census made between midnight and dawn on April 1 when 5823 men, women and children were found sleeping in subway trains, in parks and abandoned buildings, under bridges and in ferry, railroad and bus terminals.

Public welfare officials, hard driven by shortness of funds and by the relentless pressure of numbers, share Mr. Meserole's conviction that "it doesn't have to be like that." The respite of the summer and the approval of certain plans as WPA projects have been taken as an opportunity to overhaul the whole shelter system. Reconstruction, including plumbing, heating, laundry facilities and so on, will be completed this month, it is announced, of two large annexes where conditions last year were unfavorable. A reequipped shelter for women is already in operation. A six-story building in the commercial lodging house district, midway between the Municipal Lodging House and its largest annex, has been assigned for feeding men in large numbers and for lodging convalescent venereal disease cases undergoing treatment at Health Department clinics. But to date, its actual operation has been contingent on official agreement on where to charge the cost of a new heating plant. Here, as elsewhere, there is need for the continuous pressure of public concern.

No one holds, least of all responsible public officials, that overhauling facilities will solve the problem of care for homeless men. The answer is not as simple as that. But by taking time by the forelock before severe weather sets in, much can be done in removing the needless indecencies and rigors of a type of relief that at best has little in its favor.

Chiselers

CERTAIN employers are hiring men at part time on low wages, counting on public relief to carry workers, according to a complaint laid before President Roosevelt by Mayor La Guardia of New York in the course of a recent conference. Every effort is being made to prevent such a public subsidy to private industry, the mayor stated. In a press interview, following his talk with the President, he said, "We have not yet got the cooperation from business and industry that we should get. . . . We need the cooperation of the very people who are complaining loudest about the costs of relief work."

The matter is not to be dismissed as a campaign charge. The Emergency Relief Bureau and the N. Y. State Labor Department are making a payroll study, a preliminary report of which will probably be published by the bureau this month, covering every industry in the city known to have workers on relief. The study is being made by trained investigators on the staff of the division of statistics of the ERB. The State Labor Department, through Frieda Miller, head of the Bureau of Women in Industry and Minimum Wage, has cooperated in planning the study, and will assist in tabulating an analysis of the data.

Already steps have been taken by the ERB in regard to taxi drivers, one of the largest groups involved. The names of all the men who have received hack drivers licenses are being checked against the relief rolls. Every licensed driver receiving relief is being called in, and informed that while he is on relief his license must be impounded with the Bureau of Licenses at City Hall. This will effectually prevent drivers being hired at part time on low wages by any company which seeks to sub-

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sidize its business operations in this fashion. Charlotte Carr, executive director of the ERB states:

This practice of using relief money to supplement low wages in private industry could be stopped by legislation guaranteeing a living wage. The taxpayers should not be required to subsidize private industry. Besides, employers who depend upon public money to make up the difference between an adequate wage and the substandard wage paid are dragging down the whole wage structure of the country. The competitive advantage enjoyed by employers who follow this practice will force conscientious employers to follow the same road.

Relief and Naturalization

MOUNTING antagonism to the alien was registered last June when not a few newspapers approved the judgment of Federal Judge Wayne G. Borah of the Eastern District of Louisiana, denying naturalization to four men—in essence because they were receiving some form of public relief. It seems to have escaped the notice of most of these newspapers when recently this same judge set aside his earlier decision. Three months ago, the court acted in the belief that these men were "liabilities as contra-distinguished from being assets to the government, and for which reason were not attached to the principles of the Constitution . . . and were not well disposed to the good order and happiness of the United States. . . ." This, although they had been self-supporting until well into the depression.

An economic crisis beyond their control had forced these men to accept temporary public assistance during the period of required residence. To deny naturalization to an otherwise qualified applicant, is to set up a prerequisite for citizenship not expressly stated in the law. Certainly the applicant will be better qualified to contribute to the country's welfare if permitted to become a citizen—for as an alien he is subject to much discrimination and in some states may be legally barred from entering certain occupations.

It would have been gratifying if the reversal had been made on the basis of principle rather than because the original judgment was "predicated upon the belief that the four petitioners were and had been living entirely on the dole. . . ." an assumption, Judge Borah learned, which was incorrect. But at least, as many people are glad to note, an adverse precedent has not been established.

A New NRA

LABOR standards, set up under NIRA, were reestablished for several million wage earners in more than 6000 plants when the Walsh-Healy Act went into effect September 28. This regulates wages, hours and working conditions for all workers on government contracts, or employes in establishments fabricating materials or equipment for such contract.

Contractors doing business with the federal government must now pay their employes, while engaged on government contracts, not less than the prevailing wage for such work in the community; the eight-hour day and forty-hour week are established for government work, and child labor and convict labor are prohibited. The new law stresses safety and health. No part of any government contract work may be performed in plants, buildings or surroundings that are in any way unsanitary, hazardous or dangerous to the health and the safety of the employes.

Every federal official awarding a contract is required to forward duplicate statements to the U. S. Department of Labor, showing the contracting agency, the contract price, the order given the contractor, and other data. These records, with all complaints as to violations of the Walsh-Healy Act, will be kept at the Department of Labor.

The enforcement of the measure is entrusted to the U. S. Department of Labor, which has set up a new division to discharge this responsibility in cooperation with its solicitor's office. The provisions of the law must be conspicuously posted in the contractors' plants. Payrolls and employment records are to be open to government inspection. The books must show the name, address, sex and age of each employe, and also his occupation, hours worked, rate of pay, the amount paid each wage period, and other details.

And So On . . .

ON receipt of news of a lynching anywhere in the United States the National Association for the Advancement of Colored People displays from its office at 69 Fifth Avenue, New York, a large flag inscribed, A Man Was Lynched Yesterday. • • The California superintendent of schools estimates that 50,000 "trailer children" will be enrolled in public schools in that state this winter and warns that if the popularity of the trailer continues "trailer families" will constitute a new problem for locally supported community services. • • A New York manufacturer offers as "a special popular item for school opening" a line of school and general utility bags, "army gas mask style." • • A permanent land use program for the Great Plains states, to be ready for submission by January 1, is the task set a new committee of government experts, headed by Morris L. Cooke. The new setup follows the report of the first drought committee, which recommended studies of population trends, land requirements and crop insurance, looking toward a complete revamping of land use in the West. • • "Hippodroming by bad actors in the legal profession" has been stopped, and New York has lost one of its "shows" through changes in procedure in the Women's Court ordered by Mayor La Guardia on the complaint of the Woman's City Club. Cases are now treated as inquiries and not as trials with the courtroom so arranged that hearings are inaudible except to those concerned. • • The United States has no monopoly it seems on fancy formulas for health. An "institute" in London offers rules of life by which "chronic invalids may be their own healers." Among them: "Do nothing in a hurry. Never boil anything. Bear bravely the burdens of life without any complaint. Read 80 percent less than usual. Abstain from milk in any form and from food cooked with gas. Place head of bed to the north. Go by train rather than bus. Forgive and forget." • • "They don't want to work," yet when New York City's Sanitation Department advertised job openings for ninety-five truck drivers at $1980 a year some ten thousand men lined up for the application blanks, so filling the streets around the Municipal Building that special police were necessary to handle traffic. • • A Chicago mail order house reports that its sales of toy soldiers and cannon are at a new high. Previous peaks were late in 1897 and early in 1916, dates which "correspond curiously," it is pointed out, to America's entrance into war.

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The Social Front

Relief

ALONG with the substitution of cash relief for commodity orders in Pennsylvania last month came the discontinuance of medical relief. "The decision to eliminate the medical program can only be viewed reluctantly," said the SERB announcement. "However, the cost of administering the program as well as the cost of the relief involved, has made its retention all but impossible in view of limited funds."

The change to cash relief also has required a new arrangement in place of the rent relief allowances hitherto issued to landlords in sixty-five counties other than Philadelphia and Allegheny (Pittsburgh). All relief clients in the state having verified rental or tax obligations on the living quarters they occupy now will have rent allowances included in their cash grants. Maximum weekly allowances range in rural counties from $1 for one person to $1.50 for three or more persons, and in urban counties, including Philadelphia and Allegheny, from $1.35 for one person to $2.25 for three or more. Funds to make shelter allowances possible throughout the state have been found, says the SERB "by means of a redistribution of relief items and a reduction in certain of the higher allowances now made in Philadelphia and Allegheny Counties. We believe it will be possible for as many as 50 percent more families to receive rent allowances, in comparison with the present number."

The SERB recognizes that the allowances will not permit most relief families to pay the going commercial rate but points out that in most instances they "are more than sufficient to meet actual taxes and fixed charges." It reassures landlords, doubtful that the allowances actually will be used for rent, by citing a study made in Philadelphia after cash relief had been operating for more than a year. "This study showed that of about 2700 relief families who had been continuously at one address for at least six months, 19.7 percent had paid as rent the actual amount allowed them, 70.9 percent had paid more and 8 percent had paid less, while only 1.4 percent had made no rent payments with the money granted for this purpose."

Paring Down—Reduction of New York City relief costs by more than $7,500,000 between October 1935 and June 1936 without reduction of relief allowances, is reported by Charlotte Carr, director of the ERB. Improvements, simplification, and added efficiency in administration are cited as responsible for the saving, as well as for effecting "a compact and efficient organization which can be absorbed into the permanent structure of the city government." The average cost per relief case receiving medical care has been cut from $11.13 in 1933 to $5.24 in 1936.

New Jersey—With the detachment of professional research, and the method that has been employed in a dozen or so similar studies in various localities during the past year, the Division of Social Research, WPA, has completed and published as Research Bulletin Series IV, No. 1, A Survey of Cases Closed from State Emergency Relief Administration Rolls in Twelve New Jersey Communities. The communities studied range from rural townships to cities such as Trenton, Camden, Orange and Atlantic City. In each instance random samples of 100 or 150 cases were drawn from the files—1300 families in all—and data gathered on case characteristics, income from all sources and current economic status. The report reviews the changes in responsibility, financial and administrative, during the past year, and the results in adequacy of assistance. It confirms previous evidence of diversity of practice under local administration, at its best "a type of care that compares well with former standards;" at its worst, "complete failure to meet the problems of persons destitute through no fault of their own." Policies of local officials are not solely to blame for these inequalities. "The financial condition of many communities makes it totally impossible for them to provide adequate care for the needy among their population."

The report concludes that while it is "too early to predict the final outcome of the New Jersey experiment or to pass final judgment upon it . . . the stage seems to be set for serious suffering by needy families in many of the municipalities this coming autumn and winter unless the state provides funds in addition to the $6 million already available and unless the State Financial Assistance Commission succeeds in securing a considerable degree of uniformity in relief policies and in assisting the municipalities to maintain grants at reasonably adequate levels."

Meantime newspaper commentators point out as "a peculiar aspect" of the New Jersey situation the fact that notwithstanding the demands of the State League of Municipalities for a special legislative session on relief, about 300 of the 564 local governments have failed to apply to the commission for funds.

Book-of-the-Month—Joanna Colcord's new book, Cash Relief, is the October selection of *The Family* as book-of-the-month, a position of honor awarded each month to one carefully chosen volume among the ever-increasing hordes being born to illuminate social work and the social sciences.

"Off the Dole"—The Latter Day Saints Church (Mormon), completing its drive to take all its needy in Utah and elsewhere "off the dole," expected to reach that goal by October 1. It is estimated that some 80,000 among the approximately 750,000 members of the church will be affected. Church storehouses have been filled with winter necessities, ready for distribution. Much of the money comes from "fast donations" from members who give the equivalent of two meals each month to the church relief fund.

Security

BECAUSE they are excluded from the benefits of the Social Security Act, staff members of the San Francisco Community Chest have formed a study committee, which will try to work out a plan to provide security for welfare workers.

Unemployment—Administering unemployment insurance costs each Wisconsin employer $2.24, each New Hampshire employer $6.60, according to a report on a survey conducted by the Committee on Public Administration of the Social Science Research Council, under the direction of Joseph P. Harris. The cost per employe is 2.7 cents and 14 cents respectively. The wide disparity in unit cost is due mainly, the report points out, to the fact that New Hampshire requires that detailed employe reports be kept in the central office, while Wisconsin does not. Wisconsin keeps 4800 employer ledgers and none for its 380,000 employes; New Hampshire keeps 1700 employer ledgers and 80,000 employe ledgers. Wisconsin makes 4800 entries per month, New Hampshire 328,000. Wisconsin is using trained

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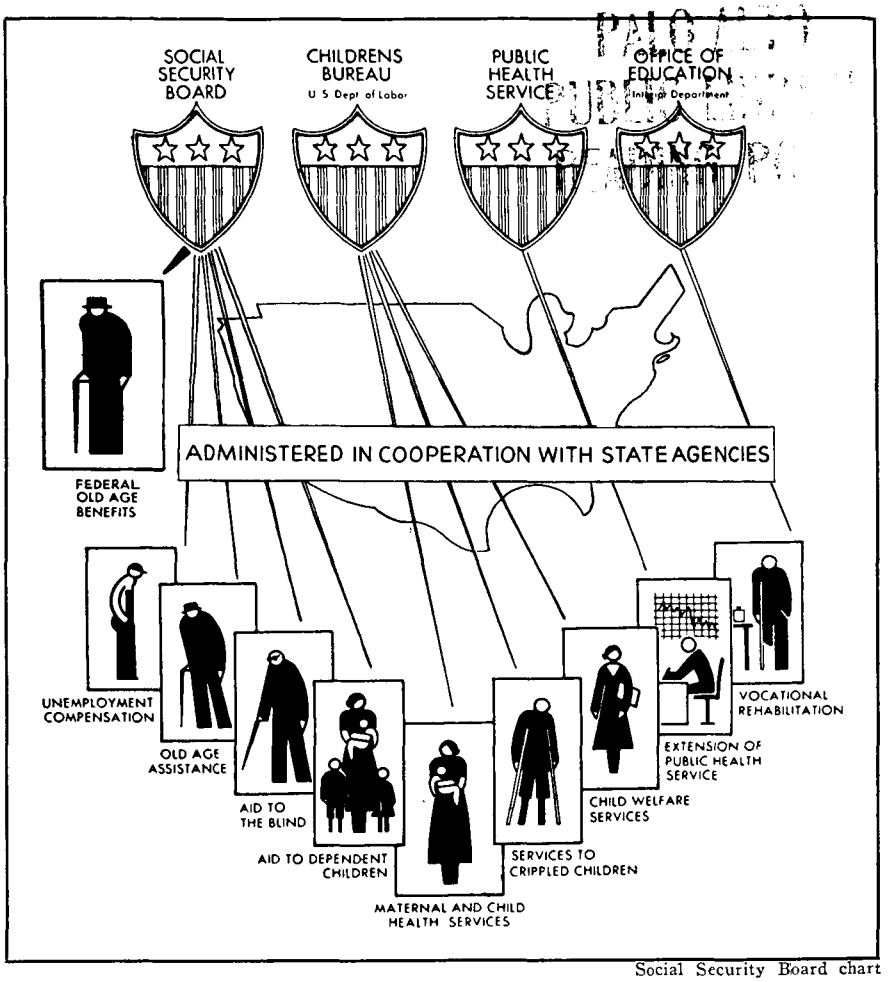
people, chosen by civil service examination, and has an administrative staff of fifty-six. New Hampshire, without civil service, has had to develop a personnel system in the new department. It has an office force of ninety. The committee's reporter, Walter Matscheck, formerly head of the Kansas City Civic Research Institute, found Wisconsin's administration "more smooth and frictionless in its operation" than New Hampshire's, but observes that there might be less contrast if the length of experience corresponded. When the study was made, Wisconsin had finished two years of administration, New Hampshire six months. . . . Wisconsin has set up a system of examiners and a tribunal of appeal. Junior examiners are located in twenty-two employment offices to receive applications for benefits and to obtain evidence on disputed claims. Employes of nearly 4000 employers are accumulating benefit rights based on employment since July 1. Many have registered at public employment offices in order to claim benefit, most of these because of temporary lay-off.

Utah's new unemployment compensation law has been approved as meeting the requirements of Title IX of the Social Security Act. This brings the total number of approved unemployment insurance measures to fifteen. . . . Glenn A. Bowers, director of placement and unemployment insurance, New York State Department of Labor, has sent to all employers affected by the state's unemployment insurance law, information as to the registration numbers now being issued to them. The numbers, different for each employer, consist of a seven-digit figure. The first two give the employer's industrial classification, the third the region in which he is located, and the last four the serial number of the individual employer. . . . The Unemployment Trust Fund in the U. S. Treasury is now receiving deposits from six states. On August 15, the amount deposited totalled $29,650,000. Funds can be withdrawn by the states only for the payment of benefits, exclusive of the cost of administering compensation laws. Wisconsin, which drew out $50,000 in July, is the only state which has made a withdrawal for that purpose.

She Broke a Rule—A few Wisconsin employers have reported that workers are ineligible for benefits because they quit voluntarily, or were discharged for misconduct. One pending case is that of a girl who worked for a company which does not employ married women. The young woman married and was discharged. The employer contends that she was fired for misconduct in violating a company rule, and therefore is not eligible for benefits.



Social Security Board chart

How the social security program is administered

In England—The official story of "how England does it" is contained in the first report of the Unemployment Assistance Board from the time of its appointment in July 1934 to the end of 1935. The report (price 4s. 6d. from H. M. Stationery Office, Adastral House, Kingsway, London, W.C. 2) covers in detail matters of organization, regulations, appeals, tribunals, training and industrial transference, relations with local social services, and so on. It is replete with case instances and their interpretation. . . . Sir William Beveridge, addressing the British Association for the Advancement of Science finds that British Ministry of Labor statistics now reveal an irreducible minimum of unemployment in that country between 6 and 8 percent, rather than the 2 percent which had been commonly accepted.

Peru Begins—President Benavides last month decreed a compulsory social insurance law, which had been drawn by a special congressional committee. It covers many risks arising from illness, maternity, incapacity to work, old age and death, and is obligatory for both men and women under sixty years of age whose earnings do not exceed $750 a year. The scheme is to be financed by a series of taxes, including taxes on those insured; fines for infractions of the law; gifts and legacies; a 2 percent tax on tobacco which went into effect immediately, and an additional 2 percent on liquor as well as various other revenue producing imposts.

Constitutionality—Washington's unemployment insurance law was held unconstitutional in a decision of the state supreme court handed down last month. The state law was to become operative on the passage of the Wagner-Doughton bill, which failed to pass. The court held that "in view of the legislation as finally enacted by Congress the state law never became operative." . . . In New Jersey hearings will be held late this month on a bill to appropriate $25,000 for a suit by the state of New Jersey in the U. S. Supreme Court to enjoin collection of payroll taxes under the Social Security Act, on the ground that the act invades states rights. A companion bill would set up an independent system of unemployment insurance in the state. . . . Five southern

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Oregon packers and one grower have filed suit in circuit court against the state unemployment commission, attacking the constitutionality of the state unemployment compensation law. The suit is based on the contentions that the charges under the law are passed along to the growers, that the law is discriminatory, and that most of the packing house employes are transients.

For Crippled Children—Maryland has launched a three-fold program on behalf of crippled children, seeking to locate eligible cripples, to give medical examination and hospitalization, if indicated, and also to supply needed convalescent care, physiotherapy, braces and appliances. . . . Under Michigan's new program providing clinical and hospital treatment for about 10,000 young cripples, the applicant must be recommended for care by the family physician. Monthly clinics will be held in twelve cities throughout the state. . . . The first clinic for crippled children under Nebraska's federal-state social security plan, admits only children recommended by physicians in the three counties it serves. . . . The services available for crippled children under the Social Security Act are detailed in the second issue of *The Child*, a monthly news summary by the Children's Bureau. The scope and administration of state plans approved to date are given in an article by Dr. Martha M. Eliot, assistant chief of the bureau, writing in *The Crippled Child* for August. Reprints available.

Ohio Personnel—Just before Ohio launched its new programs, October 1, Henry J. Robinson, superintendent of the state division of public assistance, announced the settlement of the disagreement over requirements for social workers. Although the Social Security Board, which has no control over state and local personnel, has strongly recommended that the employes be required to have college education, the standard for county employes will be highschool education plus two years' paid experience in social work.

WPA

WITH the double purpose of gathering information on the capabilities and training of WPA workers and of making sure that no person not properly eligible is on the rolls, $1,500,000 has been allotted to the U. S. Employment Service to examine the records of some 2,400,000 persons now "on the WPA." Back of the order, according to news commentators, lies the need for stretching relief money as a result of drought demands, and the need for full information in making future plans.

An evaluation of public employment services in New York City, particularly in their interrelation with the WPA and ERB, is the aim of a study reported recently by Harry L. Lurie of New York, for a committee of the Advisory Council to the New York State Employment Service, advisory also to the National Reemployment Service in the state. Directed along two major lines: an appraisal of procedures involving certification, selection, referral and placement on WPA from relief lists; and reemployment of work or relief clients in private industry, the study provides material for planning future activities of the services. Recommendations are concentrated on enlarging the services relating to reemployment in private industry for relief and WPA clients. (Relief and Reemployment by H. L. Lurie. Advisory Council, New York State Employment Service, 124 East 28 St., New York.)

Bonus—State practice regarding relief or WPA assignments for veterans who have received bonus payments shows wide variation from state to state. [See *The Survey*, July 1936, page 206.] In California, recent official instructions, aiming to make the state's practice conform with the intent of Congress, provide that the possession of bonus payment be disregarded in certifying an applicant for assignment to WPA, but require that in such cases the form be stamped, "bonus disregarded in certification to WPA." . . . A sample study of thirteen cities, recently reported by the WPA's Division of Social Research, indicates that only 5 percent of former urban relief cases employed in WPA jobs in June 1936, had received the veterans' bonus; of former relief cases, now self-supporting, 6 percent; of cases with neither private nor WPA employment, less than 4 percent.

WPA Wordage—New York's federal writers project, according to director Orrick Johns, has produced to date more than eight million words, a net which bulks larger, WPA points out, than the combined wordage of Anthony Adverse, Of Time and the River, Gone With the Wind, and all of Shakespeare, plus the King James version of the Bible. The project is averaging 232,800 words weekly, at a cost to date estimated at about four and a half cents a word. The first major project, the New York City Guide Book will go to press soon. . . . An exhibit of materials—photographs, sketches, paintings, maps and the like, to be included in the forthcoming American Guide and the approximately 150 state, city and sectional guides, all being prepared as WPA projects, recently was given a preview at the Smithsonian Institution, Washington. . . . The recently issued primer of information for WPA workers, prepared in Washington for distribution to all employed by WPA, covers duties of workers, a pictorial review of WPA's accomplishments, and a suggested procedure for those who wish to complain—for instance, if they think that their project is "a waste of money." . . . An order from WPA headquarters in Washington makes it clear that all WPA workers "shall be entitled to exercise their voting franchise in the same manner as other citizens."

Drought—Predictions concerning government relief needed by drought-stricken farmers until the spring planting season, now place the monthly cost at circa $20 million, the caseload at more than 500,000 families. At the present rate of spending—not including drought outlays—the current relief appropriation ($1,425,000,000) will be exhausted by April or May, 1937. . . . A national appeal for clothing for drought-stricken families may be necessary, according to a recent WPA bulletin. WPA sewing rooms are busy renovating and repairing clothing and WPA is collecting surplus clothing in its storehouses.

Supplementation—California SRA has ruled that in special cases "where WPA determines that the security (WPA) wage is inadequate, causing undue hardships and suffering, and where no other solution except separation from WPA and acceptance for full relief from SRA is possible, the SRA may supplement, in an amount not to exceed the difference between the security wage and the SRA budget." Such cases are referred by WPA and are hedged about with certain careful precautions. . . . Wisconsin, in a review of relief load, costs and so on, reported about 7500 cases in the state receiving relief supplementary to WPA earnings. In March these benefits averaged $16.57 a case.

Among the States

THE sixth section to be published, in the series of reports of the Governor's Commission on Unemployment Relief, New York, is Public Relief for Transients and Non-Settled Persons. This report is described by the commission, Allen Wardwell, chairman, as "a study of the nature and administration of the care extended destitute persons not having a legal settlement in the community where they receive aid." (From the commission, 79 Madison Ave., New York.)

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The report picks up the transients in New York state where the FERA left them last November, endeavors to discover what became of them, evaluates the various kinds of assistance still open to them, weighs the responsibility of the state and the local community and recommends a course of action to be followed until such time as the federal government recognizes and accepts its responsibility for "that guidance and participation essential to any satisfactory plan for the provision of relief to transient and non-settled persons."

This broad and statesmanlike study is of course set in the framework of the New York statutes, but its analysis of the problem of transiency, its evaluation of procedures and practices in dealing with it, its appraisal of the social cost of neglect, all these have no state boundaries. Its social conclusions are cogent from Maine to California.

Research Goes On—The Wisconsin Public Welfare Department is continuing the program of research which began under the ERA and is finding accumulating evidence of its usefulness in view of the activities of the Citizens' Committee on Public Welfare appointed by Governor La Follette to study the operations of all public programs in the state. The department now has ten major studies under way. They are:

A history of public relief in Wisconsin from 1848 to 1936.

A comprehensive review of federal, state, local relief and welfare policies.

A detailed statistical record showing county by county and program by program the amounts of money expended for relief purposes from federal, state, and local sources, and the number of persons affected.

A chart book graphically depicting all phases of relief and welfare programs which can be presented statistically.

A review of the medical relief program based on an intensive study in Ashland, Douglas, Racine counties.

An analysis of the source of local relief funds.

A survey of the care of unattached relief clients.

Handbook on standards of relief administration.

Histories of relief in selected counties.

A study of special relief problems relating to the Indians of Wisconsin.

Ready for Trouble—The Kansas Emergency Relief Committee has equipped a disaster relief camp unit available to counties and municipalities for the shelter of the sick or destitute in time of disaster. The unit is equipped to care for a hundred persons. It includes sleeping, dining room, kitchen and hospital tents, cots, bedding, cooking utensils and so on. Counties or towns calling for the unit must bear the cost of transporting it back and forth from its base and must return it "in the best of condition." It is designed to meet housing needs only; food, clothing and medical needs must be met by each community.

NEXT month will bring the annual Red Cross Roll Call, marshalling a membership of more than four million seniors and eight and a half million juniors. "Think of the parades the Red Cross could organize if it were parade minded," says James L. Fieser, vice-chairman. Along with the membership, the chapter officers and volunteers, would be the millions of folk whom the Red Cross has helped in recent years in time of disaster—flood, fire and hurricane; the millions who have been visited by its nurses; the legions whom it has instructed in home hygiene, first aid, life saving and nutrition; the vast numbers of veterans, soldiers, sailors and their families whom it has served. And if some master showman could muster such a parade there would be ready at hand against accidents the Red Cross Emergency First Aid Stations, already 1100 of them manned and equipped, along the nation's highways.

States Report—California's experience with indigent transients since federal assistance has been shut off is reported exhaustively, and with significant and urgent recommendations, in a study published by the SRA's division of special studies and surveys, M. H. Lewis, director. (Transients in California; from SRA, 407 Humboldt Bank Building, San Francisco.) . . . Public Relief, Emergency Employment and Welfare Expenditures in Wisconsin, 1931-35 have been studied and reported by the Wisconsin Public Welfare Department, 315 South Carroll Street, Madison. The financial condition of Wisconsin counties also is analyzed and reported by the department for the purposes of relief allocations. . . . An analysis of public aid in Macomb County, Wis. represents a comprehensive picture of relief in an administrative unit from October 1933 to January 1936. (From Macomb County EWRC, Mount Clemens, Mich.) . . . Public Welfare Service in Kansas, 1935 tells the story of Kansas' effort to make relief ends meet during the past year. (From the Kansas ERC, 801 Harrison Street, Topeka.)

Private Projects

RECENTLY chartered in Florida as a charitable institution is the Nemours Foundation created to carry out certain terms of the will of the late Alfred I. du Pont. Mrs. du Pont was authorized to create the foundation at any time she saw fit and to provide up to $1 million and the du Pont de Nemours estate in Delaware for its operation. The major part of the income of the Alfred I. du Pont estate will ultimately go to the new foundation. It may not, under its charter, hold more than $20 million in real estate or incur indebtedness of more than $200,000. It is said that a hospital for crippled children who are not incurable and a home for the aged will be organized on the Delaware estate as soon as legal arrangements are completed. The business of the foundation will be conducted in Jacksonville, Fla.

Finance—The Boy Scouts of America have collected the final payment on the $400,000 insurance policy which was taken out against possible cancellation of the international Boy Scout Jamboree which was to have been held last summer in Washington. It will be recalled that the prevalence of infantile paralysis required that that the Jamboree be called off almost at the last moment, after a number of foreign delegations were enroute or had even arrived. The National Council of the Boy Scouts has refunded the many fees of $25 that had been paid to meet the cost of the big gathering. It is now planned to stage the Jamboree in Washington from June 30 to July 9, 1937.

A grant of $50,000 has been made to the Boys' Clubs of America, Inc. by the ARA Children's Fund, Inc., the residuary legatee and administrator of funds left over from work in Europe following the World War. The grant will

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provide, for the next five years, a staff member whose job will be to stimulate and improve the health education and health services of Boys' Clubs. . . . A gift of $125,000 was made to the Boy Scouts of America by the same fund.

Beginning at Home—Barred from such security as is represented by present provisions of the federal Social Security Act, many social workers are casting sheeps' eyes at the skilfully planned private annuity and retirement programs under way in the New York COS, the AICP and other organizations. The COS retirement plan, adopted in January 1936, provides a retirement income toward which the worker contributes, designed "to recognize the responsibility of the agency for the service of its staff and to insure security in a non-paternalistic manner." (The AASW, 130 East 22 Street, New York, in *The Compass* for May 1936, gives full details.)

News Glances— The American Foundation for the Blind has a new three-story building, 15 West 16 Street, New York. The donor, M. C. Migel, is president of the foundation. . . . The George Warren Brown Department of Social Work, Washington University, St. Louis, is occupying this fall a new building, which represents part of a bequest of the late Mrs. George Warren Brown. Further funds from the estate are anticipated, as the department was named residuary legatee of the estate. . . . Blind workers in the Bourne Workshop of the New York Association for the Blind have been instrumental in raising their own wages 19.7 percent this year because of the increased sale of articles made in this enterprise.

A committee on public understanding of family case work has been formed as a joint project of three family societies of southern Westchester County, New York: the Mount Vernon and Yonkers Family Service Societies, and the Eastchester Neighborhood Association. Mrs. E. V. O'Daniel, of Yonkers, is chairman.

The Family Welfare Society of Boston has changed the name of its Bureau for Aged Women to The Fields Memorial. The new name, according to the Society's Bulletin, resulted in part from the reluctance of those assisted "to accept service from an organization whose help, however friendly, was offered under the name, 'Bureau for Aged Women.'" . . . The Charity Organization Society of Yonkers, N. Y. has re-styled its name and is now the Yonkers Family Service Society.

A national census of employes in Jewish social service agencies has been authorized by the National Conference of Jewish Social Service. Maurice J. Taylor, Pittsburgh, heads the census committee. The conference also set up a committee on occupational research, guidance and placement with Irwin Rosen, associate director of employment service of the New York Federation of Jewish Philanthropic Societies, chairman.

The Southern Regional Conference of Jewish Welfare Agencies at a recent session organized on a permanent basis under the auspices of the National Council of Jewish Federations and Welfare Funds. Louis H. Moss, the president and Edward M. Kahn, executive secretary, are from Atlanta, Ga.

Publications—Volunteer Placement in Junior Leagues, published by the Association of Junior Leagues of America offers a guide to philosophy and practice in volunteer social work, designed for Junior Leagues but valuable to every shade of volunteer organization. (Price 50 cents from the association, Hotel Waldorf-Astoria, New York.)

A new series of pamphlets from the National Federation of Business and Professional Women's Clubs, on Changing Patterns in Occupations presents up-to-the-minute facts on fields of work for women. Twenty-six outstanding occupations are investigated and discussed. (From the federation, 1819 Broadway, New York.)

The Public's Health

THE National Medical Council on Birth Control has been formed to control and supervise medical policies of the American Birth Control League, as well as to "initiate, encourage and execute" appropriate scientific research in medical aspects of birth control. Dr. Frederick C. Holden, New York, is chairman and Dr. Eric M. Matsner, secretary of the executive committee.

Smallpox—Smallpox may sound like a plague of the past, but last year there were more than 8000 cases in the United States, an increase of nearly 50 percent over the 1934 record. Fortunately the type now prevalent is relatively mild, both in terms of fatalities and disfigurements. Vagrants, migratory labor and people from unvaccinated rural areas have been influential in the spread of smallpox from place to place, the United States Public Health Service finds, adding that high vaccination rates in cities are especially important and that particular vigilance must be maintained to forestall importation of malignant smallpox from Mexico and the Orient, if prosperity brings renewed immigration, including smuggled labor. Even in the colleges, another study declares (Public Health Reports, Vol. 51, No. 23, page 734. Smallpox Immunity in 5000 College Students, by R. C. Bull, M.D. and S. L. Rankin, M.D.), about one student in fourteen, or probably some 83,000 in the whole country, are without adequate protection against smallpox because they have not been vaccinated at all or not recently enough.

Diphtheria—The American Medical Association's thirteenth annual report on diphtheria belies its number, for it is the best of the bunch. (*Journal of the AMA,* June 13, 1936.) The 1935 mortality rate for eighty-eight cities was 2.06 per 100,000, less than one sixth the 1923 rate of 13.13. Nineteen of the cities had no diphtheria deaths at all in 1935. The study comments that where preventive inoculation goes on consistently, deaths cease to occur, and sometimes cases are all but wiped out. . . . Illinois, surveying its 1934 and 1935 records, finds that it is in the small towns of the state that diphtheria has its stronghold. Children in the open country are less frequently exposed, while those in the larger places more often have been protected by preventive measures. In fact, in Illinois urban families (classifying as "urban" places with 2500 inhabitants or more) also are safer than rural families in respect to scarlet fever, infantile diarrhea and possibly tuberculosis, as a result of public health and preventive measures. For pneumonia, on the other hand, the advantage is on the side of rural families.

Scottish Health—An official committee appointed three years ago to examine the Scottish health services has recorded its findings in a stout volume which constitutes not only a comprehensive survey of facilities but of the health of a people. (Price 6 shillings. 402 pp. From H. M. Stationery Office, 120 George Street, Edinburgh, 2.) The committee puts the problem of national health in its social, economic and environmental setting and reviews the development of health services, statutory and voluntary, "in the light of modern conditions and knowledge." From all this the committee draws its conclusions "on the general lines along which health policy should now be directed" and submits them "in the belief that the additional expenditure involved would yield a good return in individual happiness and in national efficiency."

What Infant Mortality Means—Infant mortality rates, commonly taken as the most accurate register of a community's social and economic well-being, are significant only when they are based on more than five hundred registered births, declares the Office of Child Hygiene Investigations of the United States Public Health Service. (Public Health Reports, Vol. 51, No.

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28. May 1, 1936. Page 545. The Significance of Infant Mortality Rates, by Mayhew Dewberry and Edgar Van Buskirk.) Rates based on less than that number fluctuate too much from year to year to be reliable, though two-year data for cities with an annual registration of 200-450 births are sufficiently stable to be used with "proper recognition of their limitations." . . . In Palestine, infant mortality among Jewish babies dropped nearly one half—from 125 to 64—between 1923 and 1935, according to Hadassah, the Women's Zionist Organization of America, which maintains a country-wide medical system in the Holy Land. In the same period, infant mortality among the Moslems dropped from 199 to 148 and among Christians, from 134 to 125, while for the country the decline was from 184 to 131. Despite difficult conditions caused by a constant flow of migrants from many countries, the Jewish rate dropped not only fastest but furthest, a fact which the Mandates Commission of the League of Nations attributes "in no small measure" to the supervision of the Hadassah health centers.

Stillbirths—The U. S. Children's Bureau, cooperating with a committee of the American Public Health Association and with 250 individual hospitals, is studying stillbirth mortality in hospitals. The study aims to gather statistical information and to further the development of a means of classification and of a special certificate for registration of stillbirths.

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ACCEPTED AMERICAN MEDICAL ASSN.

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

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Literature on Request

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If You're Told to "ALKALIZE"

Try this Remarkable **"PHILLIPS"** *Way*

On every side today people are being urged to *alkalize* their stomach. And thus to ease the symptoms of "acid indigestion," nausea and stomach upsets.

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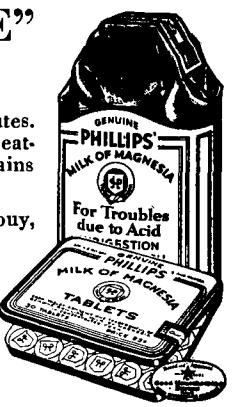
Relief comes almost at once—usually in a few minutes. Nausea, "gas," fullness after eating and "acid indigestion" pains leave.

Try this way. When you buy, see that any box or bottle you accept is clearly marked "Genuine Phillips' Milk of Magnesia." A big box of the tablets, to carry with you, costs only 25c.



PHILLIPS' MILK OF MAGNESIA

Health Education

NEWSPAPERS in Washington, D. C., Baltimore, New York City, Chicago and more than half a dozen cities of North Carolina are among those which have boldly broken through the old taboos against syphilis during recent months to give their readers straight-forward and apparently appreciated facts. In Buffalo and New Rochelle, N. Y., well attended institutes on syphilis and other aspects of social hygiene have been held under the auspices of social, health and civic agencies.

Health and Recreation — A bulletin on The Relationship of Health and Recreation Activities has been prepared by the Office of Public Health Education, United States Public Health Service, for the WPA's Community Organization for Leisure. Suggestions, facts, and reading lists outline ways in which recreation leaders may incorporate sound health education with fun.

Made possible by a grant from the Carnegie Corporation, the Saranac Lake Study and Craft Guild has been established to promote educational and recreational interests among tuberculous patients in Lake Placid, N. Y. While a special effort is made to interest patients as teachers, leaders and students, the guild is open to the whole community and sick and well meet on an equal footing. One aim is to break down the segregation of the tuberculous. No patient is permitted to participate without the approval, and preferably prescription, of his physician, and close observation of patients is maintained. Dramatic and camera clubs and class and tutorial instruction in a score of subjects, from grammar to political science and from Spanish to shorthand, and stamp collecting, were among activities undertaken during the first few months. The well and the convalescent are about equally represented.

Cleaner Athletes—Riley High-school in South Bend, Ind. took on cleanliness in a big way last year by buying a washing-machine and a supply of socks, shirts, sweat-shirts and towels for its gymnasts. Clothing and towels now are laundered after each wearing and the old lockers are done away with. The expense of the washing machine plus the wages of the laundress who operates it is met by charging each boy 50 cents a semester for one day of gym a week, 70 cents for two days, and $1 for three. The school comes out even on expense, and parents prefer the small charge to the cost of replacing lost suits, while there also is a saving in costs of medicines for boils and skin infections.

Churches as Educators—Talks on cancer before clubs and classes in churches have been well received and found well worth the time and effort, Dr. Louis C. Kress reported recently to the board of directors of the American Society for the Control of Cancer. The New York state committee of that society is making a special effort to reach church people in Erie and Monroe counties. The first talk to a church group, given by request, proved so successful that the present policy is not to wait for requests but to go out to "sell" the idea. . . . The Illinois Church Council, meeting in Urbana late in the

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spring, devoted an entire conference to marriage problems, including birth control, sex standards and sex hygiene, and marriage standards.

First Aid for Fractures— The Red Cross, Girl and Boy Scouts, nurses' organizations and other groups have been drawn into a campaign on first aid for fractures. The important thing to remember, the *Journal* of the American Medical Association points out, is that persons with fractured bones should not be moved until a splint has been applied. The *Journal* predicts a day when all public vehicles and doctors' cars will carry splints for first aid transportation.

Print and Exhibit—*The New York American* announces that advertising of doctors and dentists and "other questionable advertising" henceforth will be barred from its columns. . . . In Cleveland, Ohio, an agreement has been made by the Hospital Council, Academy of Medicine, and newspapers, specifying who may give news concerning patients in the hospitals and what news may be given. Hospitals may refer news reporters to the physician of a private patient, but the physician's name must not be published without his consent. . . . Cleveland's active Academy of Medicine has taken leadership in the discussion of a Museum of Health and Hygiene in that city. A conference of health, scientific, civic, educational and other groups, called to discuss the project, voted unanimously that there was need for it and authorized appointment of committees for further study. . . . In its Education for Marriage Series, the Woman's Press of the YWCA (600 Lexington Avenue, New York) has a new pamphlet, No Date Has Been Set for the Wedding, by Janet Fowler Nelson. (Price 25 cents.) References are provided for further reading connected with the subject of the pamphlet—long engagements and postponed marriage. . . . It takes thirty-seven closely printed pages to list the specialized courses given by Teachers' College, Columbia University, in a new catalogue, Education of the Handicapped. . . . A lay workers' package library, intended primarily for exhibit purposes, has been prepared by the National Tuberculosis Association for loan to state and local tuberculosis associations. . . . Bound up trimly in blue covers is the article, The Educational Work of a Health Department, by Savel Zimand of the Department of Health, New York City, reprinted from the July issue of *Public Health Nursing*. (Available from the author.)

The current League of Nations quarterly *Bulletin on the Health Organization* considers, among other topics, the fly problem in rural hygiene; the campaign against rheumatism; and work done in Turkey on trachoma. (*Bulletin* for June 1936. Price 65 cents from the World Peace Foundation, 8 West 48 Street, New York, agent in the U.S.)

SAMMIE SIMPLE FOUND A GUN
HE THOUGHT IT WASN'T LOADED.
BUT WHEN HE PULLED THE TRIGGER BACK
THE HORRID THING EXPLODED.
THE SIMPLES ALWAYS TAKE A CHANCE;
AND WAKE UP IN THE AMBULANCE!
ARE YOU A SIMPLE?

From *Monthly Bulletin*, Indiana Division of Public Health.

Against Crime

FROM forty-three states, the District of Columbia, England, France, Canada and Mexico came delegates to make up the record-sized annual congress of the American Prison Association held last month in Chicago. William J. Ellis, commissioner of New Jersey's Department of Institutions and Agencies, was elected the next president, with Mrs. Franklin D. Roosevelt, Harold E. Donnell of Baltimore, Austin H. MacCormick of New York, W. A. Paddock of Houston, Tex. and Joseph E. Ragen, Joliet, Ill., vice-presidents.

Reflecting the deliberations of the congress were resolutions substantially to the effect: that a definite, determined and continuing campaign be set in motion to bring about more intelligent and constructive methods for dealing with the millions who annually pass through jails in the United States; that the association reaffirm its support of probation and that through the extension of legislation and, above all, improved systems of personnel, it be made available to all courts; that the association urge officers and governing bodies of penal and correctional institutions to avail themselves of every opportunity to expand training for inmates; that the U. S. Office of Education be requested to undertake "an aggressive program of research and service in prison educational techniques and methods," and be urged also to stimulate programs of crime prevention through education; that the federal government be urged to aid those states unable to provide the means for employing all able-bodied prisoners, by granting financial aid where necessary. The association commended the interstate compact on prison labor, and the Prison Industries Reorganization Administration, and urged continued research and guidance by an adequately financed federal agency.

Recommendations were approved for expansion of the American Prison Association with enlarged staff and year-round organization for "the important job of molding public opinion with reference to prison and parole activities." Edward R. Cass, executive of the Prison Association of New York, since 1922 has served also as general secretary of the association.

A study of indeterminate sentence and parole laws was presented under the auspices of the Prison Association of New York, calling for uniformity of general parole procedure, emphasizing "the glaring defect . . . of inadequate personnel," and pointing out that, "on the basis of this study we can readily conclude that not more than six or seven states and the federal government have what can be termed suitable and scientific parole methods."

Reality—Reporting the year's work of the Jewish Child Guidance Bureau of Newark, N. J., Simon Doniger, director, said: "Every change in the policy of the relief administration . . . has its immediate reaction on the lives of our children. Poverty, slums, evictions, near-starvation diets, insecurity—it is upon these grim realities that the delicate and refined processes of mental hygiene and child guidance must be built."

Books—Prison libraries in New York State received large contributions, in some cases as many as 15,000 volumes, as the result of a book-sharing week campaign conducted over the state by a committee led by Lewis E. Lawes of Sing Sing Prison and Mabel Jacques Eichel of New York City. Some half million books, perhaps 20 percent of them donated by publishers, were collected for distribution to various state and local eleemosnyary institutions.

In Institutions—In a statistical study of some eighty-two institutions for juvenile offenders, made under the wing of the department of economics and sociology of Mount Holyoke College, Winifred Lemkau of Montclair, N. J. comes to the conclusion, among others, that girls are provided with a better social and academic institutional life than boys, but that boys are offered more varied vocational training—not but what "there could be considerable improvement in both groups of schools."

In placement under parole twenty-two of the thirty schools for boys reporting on this point and only eight of those for girls usually send children back to their own homes. Twenty-one

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of the thirty-five schools for girls prefer placement in domestic service. Only six schools for girls and two for boys reported placement in foster homes. In the matter of disciplinary measures sixty-nine of the schools reporting their practices use loss of privileges, but twenty-four boys' schools and six of the girls' also use corporal punishment.

Fingerprints—Fingerprint records on file at the Federal Bureau of Investigation at the end of 1935 totalled 5,537,561 with 9085 police departments, peace officers and law enforcement agencies voluntarily contributing their records to the files. The total population of the continental United States at that time, as estimated by the World Almanac, was around 126,425,000.

A four-months' campaign by the police department of Berkeley, Calif., brought more than 52,000 of the city's 85,000 residents to stations and firehouses to be fingerprinted, all voluntarily.

Publications—The Relation Between Housing and Delinquency, a mimeographed document of 101 pages, is issued by the Housing Division of PWA as its Research Bulletin No. 1. Data were collected with the cooperation of the U. S. Bureau of Prisons, the probation department of the juvenile court and the research departments of the public schools of the District of Columbia, and the Department of Institutions and Agencies and the State Housing Authority of New Jersey. The report, a valuable contribution to the whole study of the propagation of delinquency, was prepared by Mildred Hartsough and George Caswell. A. R. Clas, director of the Housing Division of PWA at the time the study was made, sums up the findings when he says: "The facts assembled establish, beyond anticipation, a clear relationship between housing and juvenile delinquency. Since the 'sequence' of delinquency and crime is recognized, the relationship between housing and crime may also be regarded as demonstrated."

Findings of the 1936 Vassar Crime Conference are presented in a carefully prepared pamphlet, The Problem of Crime, which discusses distribution, causes, treatment of the criminal, and prevention. (Price 20 cents from the Vassar College Bureau of Publications, Poughkeepsie, N. Y.) . . . A new bibliography from the Russell Sage Foundation Library is concerned with Crime, Its Cause and Prevention. (Price 10 cents from the foundation, 130 East 22 Street, New York.)

Policy and procedure in relation to classification of inmates of New Jersey's penal and correctional institutions is described in a ten-page mimeographed document obtainable from the State Department of Institutions and Agencies.

Assembled in a pamphlet of 172 pages, with the title, Crime and Youth Today, is the record of the round table conference held last spring in New York under the auspices of the *Herald Tribune,* 230 West 41 Street. (Price 50 cents.) Included are the remarks of some twenty speakers, among them, Austin H. MacCormick, Sanford Bates, Lewis E. Lawes, J. Edgar Hoover and David Sarnoff.

Jobs and Workers

THE Committee for Industrial Organization, headed by John L. Lewis, refused to disband on September 5, as ordered by the executive council of the American Federation of Labor. Accordingly, ten national unions with more than a million members, were suspended by the AF of L. [See *The Survey,* September 1936, page 270.]

Child Beet Workers—The gains made in eliminating child labor in the sugar beet fields under AAA contracts have all been lost, according to a recent report by Charles E. Gibbons, director of investigation for the National Child Labor Committee. Mr. Gibbons points out that the new law, which seeks to replace the one voided by the AAA decision of the U. S. Supreme Court, provides no method for regulating child labor. As a result, in a recent trip through Nebraska and Colorado beet fields he found that "in family after family children who were not permitted to work last year were again carrying their full load in beets—even the seven- and eight-year-olds." His report points out the losses to the community, including the interference with the children's schooling, and the fact that child labor in the beet fields deprives adults of jobs.

Steel Wages—Several leading steel companies have decided to postpone the general wage increases announced as imminent when the organizing campaign among steel workers was announced by the Committee for Industrial Organization. According to Ernest T. Weir, chairman of the board, the National Steel Corporation has notified its employe representatives that it cannot increase wages at the present time. The decision of the steel companies is said to be based on general economic conditions, and on the belief that the organizing drive is not gaining ground. Steel operation has reached 73 percent of capacity, the highest level in six years. Steel executives state that the hourly wage rates of steel workers are 6 to 7 percent higher than in 1929. Steel companies may reopen the wage question after January 1. Meanwhile, employe representatives of four plants of the Carnegie-Illinois Steel Company, speaking for some 60,000 workers, banded together and addressed a communication to B. F. Fairless, president of the company, demanding a national wage agreement for all employes of the corporation, to insure: a forty-hour week, a 25 percent increase in wages, a permanent vacation with pay plan, weekly pay checks, "just seniority rights," "more adequate safety measures."

Labor Disputes—The Associated Press has challenged the constitutionality of the Wagner Labor Relations Act in a petition filed with the U. S. Supreme Court appealing from an order of the board to reinstate Morris Watson, a discharged employe. The petition asserts that under the act, "freedom of speech and freedom of the press are seriously jeopardized." The American Newspaper Guild held that Watson was discharged because he was an active member of the union. Dean Charles E. Clark of the Yale Law School sat as trial examiner and recommended reinstatement. The NLRB confirmed his report and issued the order. [See *Survey Graphic,* April 1936, page 220]. . . . As this is written, the NLRB is holding hearings in Seattle on the employer-employe dispute which forced the *Seattle Post-Intelligencer* to suspend publication. The American Newspaper Guild charges that Frank M. Lynch, photographer, and Everhardt Armstrong, dramatic critic, were discharged because they were active in the guild. . . . The strike of part of the editorial staff of *The Wisconsin News,* a Hearst newspaper in Milwaukee, ended with a settlement negotiated by a committee of four, set up by the Milwaukee Federated Trades Council. The terms include an eight-hour day, five-day week, salary minimum of $40 for men with at least three years' experience, $25 for less experienced men, vacations and sick leave with pay, dismissal bonuses for employes discharged for "causes other than wilful misconduct" after one year's employment. Spokesmen for the Hearst organization state that the settlement is a "schedule of office practice," and "not a contract with anyone." They add that "the *Wisconsin News* has accorded no recognition, made no settlement with the guild." . . . In its last summary, the NLRB announces that, with its twenty-one regional offices, it has acted in a total of 1255 cases, involving 282,015 workers. Almost two thirds of these cases have been closed, leaving 423 cases involving 120,608 workers, pending September 1. In its eleven months of work, the NLRB finds that the largest number of cases are brought under the section

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of the act making it an unfair labor practice for employers to discriminate against workers because of union activities. The next largest cause comes within the section requiring the employer in good faith to bargain collectively with representatives chosen by the workers. . . . Dr. John A. Lapp, labor relations director of the Public Works Administration, has been selected as supreme arbiter in jurisdictional disputes among building trades unions.

Guaranteed Employment—The Nunn-Bush Shoe Company of Milwaukee, according to an article by its president in *Hide and Leather,* is successfully carrying out a guaranteed employment plan covering its seven hundred employes. The aim of the plan is to assure each employe fifty-two pay checks a year. In January, each worker's annual income is figured, and the total divided into fifty-two equal parts. For this year, average weekly payments are 19 percent over those for 1935. Not one employe was discharged during the past year, and there were only 22 voluntary separations from the payroll.

Study and Report—A study, largely statistical, of Age, Sex and Employment Status of Gainful Workers in Five Types of Communities, is published by the Michigan Emergency Welfare Relief Commission. . . . The Women's Bureau of the U. S. Department of Labor has issued in mimeographed form, A Brief History of the New York Minimum Wage Case. . . . The story of an effort toward "equal justice for rich and poor" is effectively told in Growth of Legal-Aid Work in the United States, by Reginald Heber Smith and John S. Bradway, with an introduction by Justice Owen J. Roberts of the U. S. Supreme Court. (U. S. Department of Labor Bulletin No. 607. 223 pp. Price 20 cents from the Superintendent of Documents, Washington, D. C.) . . . Company sickness benefit plans for wage earners are described by Eleanor Davis in a bulletin issued by the Industrial Relations Section of Princeton University. (Price $1.50, from the University, Princeton, N. J.)

With the Churches

UNION Seminary, New York, this year celebrates its centennial. To signalize the occasion it has raised a fund for pensioning retired professors.

The Rural Church—For the first time in two decades, representatives of the Protestant church united, early this year, in a National Conference on the Rural Church. Now their deliberations have been gathered into book form and are available from the sponsoring groups, the Home Missions Council and the Council of Women for Home Missions. (The Rural Church Today and Tomorrow. Price 50 cents direct from the council, 105 East 22 St., New York.)

Publications—The Information Service of the Department of Research, Federal Council of Churches, has published a comprehensive annotated list of useful pamphlets on social and economic subjects. (Price 5 cents or $3 a hundred postpaid from the council, 105 East 22 Street, New York). . . . The sub-committee on annuities of the Council's Committee on Financial and Fiduciary Matters has issued a booklet, Annuity Agreements of Charitable Organizations, giving authoritative information for planners of annuity programs. (Price 50 cents from the council.) . . . Churches in Social Action—Why and How, is the title of a new pamphlet by James Myers, also published by the council. It contains concrete program suggestions relating to peace, race relations, labor and economic relationship. (Price 10 cents.) . . . A new bibliography for missionary education on the race question is Africa and the Negro in America, listing publications of the Missionary Education Movement and Council of Women for Home Missions, 105 East 22 Street, New York.

Professional

AN "experiment in joint planning for personnel in governmental welfare agencies" is the description given a recently announced project of the Joint Vocational Service and the American Public Welfare Association. Ella Weinfurther Reed, recently of Cincinnati, who will be liaison personnel secretary, will make field visits and participate in staff activities and discussions with both sponsoring agencies. This attack on the problem of working out good personnel practices and qualifications for public welfare staffs is designed to combine the best thinking of public welfare officials and leaders in private social work.

Students and Workers—Temple University, Philadelphia, this fall inaugurates courses in social group work. Plans now include a two-year program designed as graduate study, with emphasis on supervised field work as well as on theory, and a five-year curriculum open to high school graduates "to supply an adequate background for social group work." The Temple courses evolved from an original impulse among Philadelphia social group workers—cautiously at first, with "let's talk it over"—progressing last year to weekly seminars and this year to the full-fledged new program for group workers.

The Fordham University School of Social Service in its fall term is offering to employed social workers evening courses in current problems, objectives and methods. Address the school, Room 905, Woolworth Building, New York. . . . Hunter College lists among its evening and extension division sessions thirty courses classified as public service and social work, covering a wide range of subject fields. Director, A. Broderick Cohen, Hunter College, Lexington Avenue and 68 Street, New York.

Sir Raymond Unwin, British housing authority, will conduct for part of the current academic year the course in housing and town planning at Columbia University, which was to have been led by the late Henry Wright.

The first graduate school for training social workers in India has been established this summer at Bombay, under the aegis of the Nagpada Neighborhood House. Known as the Sir Dorabji Tata School, the new venture will be directed by Clifford Manshardt. The Rev. Arthur E. Holt of the Chicago Theological Seminary will be with the school for its first year.

Mostly Working—A check of the 1001 students from thirty-nine states who participated in the FERA training program in various schools of social work in 1934-5 shows that a surprisingly large number of them have remained in social work in one capacity or another. Although more than half of these students had been teachers before engaging in emergency relief work, only twenty-one have returned to their former calling. Some 452 are now employed by public welfare agencies, and thirty by private social agencies. Thirty-four are attending schools of social work. The WPA has absorbed 137 and the Resettlement Administration forty. Thirty-three are in private employment other than teaching and eighty-eight are unemployed. Marriage and "not known" account for the rest.

Annual Sum-Up—The proceedings of the annual conference of the American Association for Social Security always constitute a useful and interesting commentary on the current scene in the field in which the association, Abraham Epstein, executive secretary, long has been active. The proceedings of the ninth annual conference, held in New York last April, are now available. (Social Security in the United States: 1936. 171 pp. Price $1.75 from the association, 22 East 17 Street, New York.) Material is assembled under five topics: New Tasks Under the Expanded Old Age Security Program, Administrative Problems in Unemployment Insurance, Theory and Practice in So-

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cial Insurance, The Pressing Need for Health Insurance and America Faces Social Security. Appended are summaries of old age and unemployment insurance laws, with various statistics, up to June 1, 1936.

The ARC—The American Red Cross, which deviated from custom last spring and held its annual convention in Chicago, will meet next year as usual in Washington, the dates, April 12-15. . . . *The Red Cross Courier* stepped out in its July issue with a new cover design in three colors and a new typographical dress for its generously illustrated inner pages.

The Braille Service of the New York Chapter, American Red Cross, filled its largest order this year—six hundred volumes of the Union Catalog of Hand Copied Books, a reference work for libraries for the blind, which was ordered by the federal government.

Meetings—The National Society for the Prevention of Blindness will meet December 3-5 in Columbus, Ohio. . . . National Hearing Week will be observed country-wide on October 25-31, under the auspices of the American Society for the Hard of Hearing.

Important meetings ahead in the field of civic and municipal affairs include: American Municipal Association, October 15-17, Springfield, Ill.; International City Managers' Association, October 19-21, Richmond, Va.; National Municipal League, annual conference on government, November 16-17, Toledo, O.

The American Public Health Association meets October 20-23 in New Orleans. . . . Under auspices of the U.S. Office of Education and the Federal Communications Commission, the first National Conference on Educational Broadcasting will be held in Washington, December 10-12.

Publications—An impressive mimeographed bulletin of Current Social Research in Massachusetts, an annual project of The Town Room Research Committee of the Massachusetts Civic League, 3 Joy Street, Boston, is now available.

Intake in Public and Private Agencies, a collection of reprints of articles from recent issues of *The Family,* includes five practical treatises on a "much wanted" subject. (Price 20 cents from the Family Welfare Association of America, 130 East 22 St., New York.)

Jewish Social Work—1935, the sixth annual summary of volume and trends of service of the agencies of the National Council of Jewish Federations and Welfare Funds, is available from the Federation, 71 West 47 Street, New York. . . . Welfare Work in Montreal in 1935 is all annual-reported together in a booklet of that title "comprising the annual reports of agencies in Financial Federation together with reports of the Montreal Council of Social Agencies, of Financial Federation, and of the Montreal School of Social Work." This (to us) appealing condensation is available on request from the Council of Social Agencies, Room 201, 1421 Atwater Avenue, Montreal.

A new publication, Studies in Sociology, has made its appearance under the wing of the department of sociology, Southern Methodist University, Dallas, Tex. It is described as "a cooperative enterprise in which many individuals have participated" with "whatever merit it possesses due in large measure to the labors of Walter T. Watson [associate professor of sociology] and to the inspiration he gave the group." The first issue (price 30 cents) includes among much other material, A Sociological Study of a Texas Lynching by Durward Pruden and a study of an urban tourist camp by Elbert L. Hooker.

The Family Welfare Association of America has published two new pamphlets, Differential Approach in Case Work Treatment, and Work and Supervisor, which contain materials from the Atlantic City meeting of the American Association of Psychiatric Social Workers which will not appear in the published proceedings of the National Conference of Social Work. (Price 50 cents and 35 cents respectively from the association, 130 East 22 St., New York.)

People and Things

QUITE naturally, with so many social issues at stake, the names of social workers, board members and others actively engaged in community and welfare activities have cropped out in the listings of those who have "come out" for Republican, Democratic and Socialist nominees in the fall elections. At the time of going to press the only group made up distinctly of social workers as such, is the National Committee of Welfare Leaders for the Reelection of President Roosevelt, Grace Abbott, of Chicago, chairman. Made up entirely of women the committee includes, from Chicago, Sophonisba P. Breckinridge, Esther L. Kohn, Mrs. Louis Brownlow, Florence Nesbitt, Mrs. Hasseltine Byrd Taylor, Zephyr Holman Stewart and Amelia Sears; from Philadelphia, Alice L. Liveright and Rachel Childrey Gross; from Boston, Kate McMahon, and from Cambridge, Eleanor T. Glueck; from New York, Mary Arnold, Joanna C. Colcord, Helen Hall, Henrietta Roelofs, Mary K. Simkhovitch, Mary Swain Routzahn, Lillian D. Wald, and Frances Taussig; from Cleveland, Virginia R. Wing, Grace L. Coyle and Ruth M. Gartland. West Coast folk enrolled include Elizabeth Ashe of San Francisco, Martha A. Chickering and Jessica B. Peixotto of Berkeley, Gladys Dobson and Julia Swett of Portland, and Arlien Johnson of Seattle. Southerners include Frances McGreggor Ingram and Anna H. Settle of Louisville, Ky.; Florence Sytz and Elizabeth Wisner of New Orleans, and Mrs. A. M. Tunstall of Alabama. Among others on the list are Flora Dunlap, Des Moines; Leah Feder, St. Louis; Anne F. Fenlason, Minneapolis; Florence Hutsinpillar, Denver; Alice E. Padgett, Washington; Elizabeth M. Clarke, Indianapolis.

About Nurses—After thirteen years as director of the Henry Street Nursing Service of New York, Marguerite Wales has resigned. Miss Wales leaves her arduous duties with probably the best known public health nursing service in the country to take up research. She will make a study of rural nursing problems in connection with the child health program of the W. K. Kellogg Foundation of Battle Creek, Mich. The 265 members of her staff, some of whom have served under Miss Wales during her entire directorship, made her a parting gift of a diamond and sapphire pin, representing the seal of the Henry Street Visiting Nurse Service. Elizabeth Mackenzie, associate director will serve as acting director until formal appointment is made.

The annual scholarship for study in London under the Florence Nightingale International Foundation, has been awarded to Lulu A. Wolf from the school of nursing of the Richmond, Va., Medical College. The scholarship is provided by the American Nurses Association.

Mary J. Dunn from Vanderbilt University, Nashville, Tenn., has been appointed public health nursing consultant with the U. S. Public Health Service.

Katherine G. Amberson, formerly assistant director of the New York Hospital School of Nursing, is now director of nursing services at Albany Hospital, N. Y. and assistant director of the Russell Sage College School of Nursing. . . . Beatrice E. Ritter, formerly at Flower Hospital, New York, is now director of nursing at Hahnemann Hospital, Philadelphia. . . . Nell V. Beeby has succeeded to the assistant editorship of the *American Journal of Nursing,* from which Katherine DeWitt retired some months ago. Miss Beeby has done nursing service from China to Illinois, and recently studied at Teachers College, Columbia University.

The National Association of Colored

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Graduate Nurses has elected for this year: president, Estelle M. Riddle, Akron, Ohio; vice-president, Margaret H. Creth, New York. Next year's meeting will be in St. Louis, Mo.

Health Personnel—Dr. Thurman B. Rice has resigned as assistant director of the Indiana State Department of Health and is directing a new physical and health education program being developed for the state school system under federal social security plans. . . . After serving as vice-president of the Maryland State Tuberculosis Sanatorium Commission since 1905, Dr. H. Warren Buckler of the Baltimore City Health Department this year succeeded to its presidency.

A new committee on the hygiene of housing with Dr. C.-E. A. Winslow of Yale University at its head, has been created by the American Public Health Association. R. H. Britten, senior statistician of the U. S. Public Health Service is secretary.

Medical Social Work—The American Association of Medical Social Workers has elected as president, Ruth Lewis of the George Warren Brown Department of Social Work, Washington University, and as vice-presidents: Agnes Schroeder, Western Reserve University; Selma Bridges, Boston, Mass.; and Leonora Rubinow, Newark, N. J.

New Jobs—The Social Work Publicity Council has a new executive secretary, Edna Thompson Kerr, succeeding Baird Middaugh who is now with the Social Security Board's field staff. Mrs. Kerr until last spring was with the New Jersey ERA, where she carried various responsibilities in directing personnel and social service work. Before that she had a wide experience in private social work—at one time as district secretary for the Rochester, N. Y. Family Welfare Society—and eight years in industrial relations.

From Washington comes word of the appointment of Carter Goodrich, professor of economics at Columbia University, as U.S. Commissioner of Labor at Geneva. He succeeds William G. Rice Jr., who has held the post since this country entered the International Labor Organization, and who now returns to the University of Wisconsin Law School. During the past year Professor Goodrich has directed a study of population redistribution for the Social Science Research Council and, in association with the Department of Labor, has engaged in various studies of labor migration and standards of living. Incidentally, he is a valued *Survey* author, his most recent contribution being What Would Horace Greeley Say Now? a commentary on footloose Americans in the *Survey Graphic* of June 1936.

Frank W. Notestein of the Milbank Fund's technical staff has been appointed a lecturer in the Princeton University School of Public and International Affairs, to initiate teaching and research in population problems. The fund will continue its population studies, with the cooperation of Mr. Notestein as research associate, and will give financial support to the Princeton project.

The new general superintendent of the Detroit Department of Public Welfare is G. R. Harris, formerly a banker but recently in the department as superintendent of the receiving hospital. Mr. Harris succeeds John Ballenger, who steered the department through the years of the emergency, and who resigned in the late summer.

The University of Chicago School of Social Service has annexed R. Clyde White, from Indiana University, to be professor of social economics. Professor White will continue as consultant to the Indiana Unemployment Compensation Board.

Wayne D. Heydecker, former secretary of the Regional Plan Association of New York, has been appointed director of the division of state planning of the New York State Planning Council succeeding the late Robert Whitten.

Deaths

SOMETIMES the lengthened shadow of a man comes in his own life time. That was true of Dr. Isaac M. Rubinow, protagonist of social insurance in America, who died at sixty-one in early September. It is not easy to keep the faith when, a prophet ahead of your time, the flame of your zeal might well be clinkered by decades of delay and neglect; nor easy, once the public is ablaze for action, when legislation, less and weaker than your dream, is enacted in haste. Yet Dr. Rubinow kept that faith and held to the promise implicit in our present belated and fragmentary beginnings in laying down an enduring structure of security against unemployment, sickness, accidents and old age.

We cherish the remembrance that, as contributing editor of *The Survey* from 1911 to 1916, Dr. Rubinow shared his pioneering with our readers. In 1916 he was executive secretary of the short lived Social Insurance Commission of the American Medical Association, which broke ground never wholly to lapse into hard pan. A quarter century later, it was his actuarial competence which gave soundness and reach to the Ohio Commission which brought in the first convincing program for a state pool system of unemployment compensation. By some blind spot in official leadership, Dr. Rubinow was not called in as a technical expert when the Social Security Act of 1934 was in the brewing, but by a happy stroke, his book of that year, The Quest for Social Security, fell into the hands of the President. During his last illness at Montefiore Hospital in New York, came a copy of the book from the White House, with an inscription by the President instead of by the author. Mr. Roosevelt explained "this reversal of the usual process, in view of the great interest I have had in reading your book." In the long process of refining, expanding and developing social insurance in the United States, Dr. Rubinow's shadow will be traceable for years to come in changes and provisions influenced by his thinking.

Physician, actuary, statistician, political scientist, executive, social worker, editor and author, it is difficult to compress his life into any narrow pattern. Born in Grodno, Russia, he was educated in New York. His public service as an expert ranged over the federal Civil Service Commission and the Departments of Agriculture, Commerce and Labor. At one time director of the Jewish Welfare Society of Philadelphia, he was for the last seven years secretary of the B'nai B'rith with headquarters in Cincinnati. From 1919 to 1922 he headed the American Zionist Medical Unit in Palestine, and laid the foundations for modern health work there. In the twenties, he was executive director of the Zionist Organization of America; and since the Hitler regime had been active in movements to aid German Jews. Through it all, he moved, an expert with human warmth, a forerunner unembittered by setbacks, a radical of constructive bent and indefatigable labors, his own man always, a foe to every exploitation and hypocrisy, and a friend to all who were thrown with him in the causes he made his own.—P. K.

TO those who knew Frankwood E. Williams, word of his untimely death on September 24 makes the world a less adventurous and gallant place.

Dr. Williams was trained in the rigorous disciplines of medicine and psychiatry. He shared in the enormous task of organizing the psychiatric service of our armies in the World War, which cast so much light also on the emotional difficulties of men and women in time of peace. He was executive officer and first assistant physician of the Boston Psychopathic Hospital. But increasingly his interest was directed not only to the knowledge gained in hospitals and clinics and psychiatric surveys of prisons, but to everyday people as they went about their daily lives in their homes, in school and college, at work and in the streets.

It was during Dr. Williams' nine years as medical director of the Na-

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tional Committee for Mental Hygiene that the modern study of human beings began to illumine old problems and reshape the efforts of those who deal with human behavior in social work, education and the like. He gave his energies unstintedly to those who asked his help as fellow student or teacher. When the first International Congress on Mental Hygiene was held in Washington in 1930 Dr. Williams directed the program which brought together the many kinds of knowledge of students of mental health the world over.

The reports brought by the Russian delegates to that Congress aroused Dr. Williams' interest in the effect on human nature of Russia's experiment toward a new economic order. A fund given to *The Survey* in memory of Halle Schaffner, associate editor, made it possible for us to share in a Russian trip to see for himself changes in which she also had been deeply interested. Readers of *Survey Graphic* will long remember the ensuing group of articles, published in 1932, which later formed the basis of Dr. Williams' book Russia, Youth and the Present-Day World. Like Dr. Williams' previous articles in our pages, they broke new ground. It also was ground which specialists have not always cared to tread. Few professional men have worked as hard and as patiently as he for the social understanding of what they believed to be true.

Dr. Williams was a student and practitioner of psychoanalysis, before that specialty had won general acceptance, or even credence, in medical circles. In recent years he has followed another field of exploration as well, the exploration of the ways in which our common social life frees or limits our potentialities as individuals. His death at fifty-three, at sea, as he was returning from another of his several trips to Russia, cuts short a life spent generously and courageously in trying to learn what human beings are and what they might be, no matter how difficult and untrodden the ground to which that effort led him.—M. R.

THE director of the New York Labor Temple, the Rev. Edmund B. Chaffee, died while addressing the Minnesota State Conference of Social Work last month. By tragic coincidence he and Dr. Rubinow were scheduled for leading addresses at the conference.

CORNELIUS A. PUGSLEY, prominent figure in Westchester County, N. Y. civic and business circles, died in September. He is best known to social workers for his contribution to the National Conference of Social Work of funds for an award recognizing the outstanding address at the annual meeting of the National Conference.

Readers Write

Pay for Spartans

TO THE EDITOR: A community center sought to obtain counselors for its summer camp for children and offered to compensate them at the rate of $5 a month and maintenance.

Am I alone in feeling indignant?

If it were other than a social agency, and if the personnel were other than well educated young people with "professional" aspirations, "sweatshop" would be, it seems to me, an apt epithet for this enterprise.

Yet I know there is another point of view. Funds were scarce and there appeared to be a choice between having a camp with the staff on a part volunteer basis and having no camp at all.

It is somewhat disconcerting and demoralizing, however, to realize that while the CCC pays $30 a month and maintenance to young men whose only qualifications are sound mental and physical health and morals, a social agency of good standing can pay no more than $5 a month with maintenance to "experienced people with specialties, training and good social attitudes."

Granted that the aims of this agency are laudable, nevertheless such a scale of pay has the effect of depressing the general standards of pay in social work. Social agencies generally are similarly laudable in their aims and similarly can justify cutting salaries in times of financial stringency. Yet as the salary norm falls so will the calibre of the average newcomer to the profession. A profession which dooms the average practitioner to little better than a subsistence wage will attract few capable people.

If emphasis is to be exclusively on "serving the cause" then perhaps a campaign extolling the Spartan life for social workers is in order.

Chicago A. ARTHUR CHAROUS

Christening Wanted

TO THE EDITOR: Can any of your staff or subscribers suggest a descriptive name for the nonprofit, nongovernmental hospital?

Following England's precedent, the words "voluntary hospital" are used by many in the hospital field. This name has had poor public acceptance despite the passing of sufficient time to permit it to become generally used. In some communities the nonprofit, nongovernmental hospital is called a public hospital; in others it is known as a private hospital. The terminology is questionable in either instance.

What is needed is an appropriate name which will distinguish to the man in the street this hospital from either the institutions operated and controlled by the government or from the proprietary sanitaria, operated for profit and sometimes called private hospitals.

Perhaps the answer to this problem will be more apparent to those outside the hospital world than to those within.

MAXWELL HAHN
Director of Public Education
United Hospital Fund, New York

Editorial Heart Warmers

TO THE EDITOR: Again I try to express my sense of the ever growing value of *The Survey* to its readers, to the Americans of all groups who are learning to understand something of their own life problems through the bitter lessons of the depression.

All of you who are collecting and presenting the facts so ably, are reaching a multitude of us who are oppressed in spirit and confused in mind by the complexity of this part of the development of the social order we so desire.

Bryn Mawr, Pa. MARY H. INGHAM

TO THE EDITOR: *The Survey* is to be congratulated on the extremely able editing which makes the department The Social Front as unique as it is comprehensive.

WILLARD E. SOLENBERGER
State Emergency Relief Board
Harrisburg, Pa.

TO THE EDITOR: Getting up on some of my back reading I have just come to Miss Bailey Listens in the July *Midmonthly Survey*. I thought it showed a fine comprehension of the social work problems of the South which I have known so well for so many years and of the extraordinarily fine spirit of the southern social workers who are making tremendous progress in the struggle against what seem to be insupportable odds. Miss Bailey captured those problems and that spirit in remarkably fine style. ELWOOD STREET
Director of Public Welfare
Washington, D. C.

TO THE EDITOR: I cannot tell you with what appreciation I read Miss Bailey Listens, in the July *Midmonthly*. We have been trying to say the same thing in the Emergency Parent Education Program in California for the last year but have not been able to say it so well.

San Francisco MURIEL W. BROWN

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Book Reviews

Painless Roads to Plenty

AGE BEFORE BOOTY, by Morgan J. Dorman. Putnam. 102 pp. Price $1 postpaid of *The Survey*.

THE ECONOMIC MEANING OF THE TOWNSEND PLAN, by a University of Chicago Round Table. Public Policy Pamphlet No. 20. University of Chicago Press. 37 pp. Price 25 cents.

THE TOWNSEND SCHEME. National Industrial Conference Board. 42 pp. Price $1 postpaid of *The Survey*.

$2500 A YEAR, by Mordecai Ezekiel. Harcourt Brace. 328 pp. Price $2.50 postpaid of *The Survey*.

THE great popularity of the Townsend plan is probably due less to a humanitarian concern with the security problems of the aged, than to the widespread prevalence of a belief that by the discovery of some device or trick we can obtain vast wealth for all with no pain to anyone. Especially beloved are those proposals, frequently of a monetary nature, which suggest that it will be possible to attain this objective within the limits of the capitalist system, retaining all its economic advantages, social institutions and habits of thought. All four publications before me are concerned, although in different ways, with proposals of this nature.

Mr. Dorman's book, which is commended to the public by Dr. Townsend, is a valuable addition to the rapidly growing volume of pipe dream literature. The author is not merely an admirer and expounder of the economic philosophy of the Townsend plan; he suggests modifications to meet criticisms and extensions to fulfil the claim that "the Townsend Movement bears the greatest human significance of any movement since Christianity's founding." The direct beneficiaries, he holds, would be far greater than the millions of pensioners, although these could be increased by providing pensions for all the "economically aged, regardless of actual age." The withdrawal of these millions from industry and occasional employment would provide openings for young men who "will demand better pay and work sharing, increasing payrolls and buying power." The political dangers inherent in a vast body of pensioners would be met by disfranchising them. To "discourage thriftlessness and wastefulness, as well as crime" the pension could be adjusted "according to not only the former income enjoyed but also to the usefulness to society and himself of the applicant."

Devices for circumventing the spending requirement "will be very easily detected" while the administrative difficulty of collecting the tax is attributable mainly to "the absence of statistical data." The consumer would not really suffer because "a justly administered tax bill will provide that the tax in . . . middleman transactions comes out of profit" while in direct sales "the price habits of the consumer . . . will tend to modify and restrain too abrupt a price advance." The desire of businessmen to profit unduly from the increased volume of spending is to be met by "self-control exercised by business. A curb on destructive competition. Coordination of production to buying power. Constant redistribution of net earnings. Prevention of destructive speculation." All this is to be achieved "within the existing economic order without change or upheaval or resort to communistic principles."

The pamphlets published by the National Industrial Conference Board and by the University of Chicago economists provide a rude awakening from this realm of phantasy. Both subject the Townsend plan to a devastatingly critical examination. Both show what is likely to be the total cost of the plan and why it would be so much greater than the Townsendites believe. Both demonstrate that the income required would not be raised by the proposed transactions tax or by the insignificant yield of the two additional taxes included in the more recent versions of the plan. Examining the incidence of the tax in some detail, both studies show why the unfavorable effects of the tax upon business would be greater than the expected stimulation due to the expenditure of the pensions. In addition the Chicago study explains the vital importance of the change in the plan introduced in April 1935, whereby money even would be forced out of circulation for four months before payment of benefits began. Of these two publications the Chicago pamphlet is undoubtedly the more useful. The analysis, subtle, trenchant and simply expressed, summarizes in convenient form a vast mass of useful statistics and refrains from dubious political generalizations. It costs only a quarter of the Conference Board publication, and should be in the pocket of every person interested in social security in the widest sense.

At best, however, both pamphlets are critical and negative. The challenge of poverty in the midst of potential relative plenty remains. Mr. Ezekiel is more constructive. Like Mr. Dorman he wants to overcome scarcity by a device "so moderate in its mechanisms that it could be put into action without danger to our present institutions." But here the resemblance between them ceases.

Mr. Ezekiel is a well-known administrator and economist and his book is full of stimulating suggestions. He argues that we are capable of producing enough to establish $2500 or even more as the minimum income for every family, provided all producers go ahead at the same time and in proper relationship to one another. He would set up a national board to determine, on the basis of existing budgetary studies, the extent to which the different industries should be expanded if all family incomes were at that level. Industry would be persuaded to cooperate in achieving this balanced production through the mechanism adopted in the AAA but put into reverse. Each cooperating business would sign a voluntary adjustment contract with the government promising to produce certain quantities of products within a twelve-month period. The terms of the contract, the amount to be produced, the selling price, wages to be paid and other matters would be based upon a program for each industry worked out by the industry itself in cooperation with the government. Benefits would be paid to producers who sign, out of taxes levied on all products. To ensure the necessary simultaneousness of operation which alone will provide for balanced markets and production, the program would not go into effect until enough industries had signed up and were ready to go, to produce a positive national expansion.

But will a device that was effective in agriculture work equally well in industry? Agriculture, at the inception of the AAA program had been long depressed and the gains from complying were great, the losses less obvious. The danger of obstructive non-cooperative action on the part of a few powerful monopolistic groups was infinitely less than in industry. Mr. Ezekiel does not make enough allowance for the careful work of the Department of Agriculture in past years, through research and the enlistment of the sympathy of local groups of farmers whose cooperation with the government made the agricultural program effective. No government department has any such understanding of the broad problems of industrial production, nor could habits of cooperation be relied upon throughout industry in general, especially after the disastrous experience of the NRA and the general fear of lowered prices through increased output.

Throughout the book there is frequent tantalising reference to the necessity at every stage of "checking" and "balancing up" and "dovetailing" to see that the different parts of the program fit into the national blue print. But there is not nearly enough analysis of the nature of these conflicts between differ-

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ent industries, and within each industry, between producers and consumers and between wage earners and profit receivers, or of the manner in which ultimately they must be resolved in a harmonious, non-coercive manner. The gains to different groups of producers would not be equally great, and the temptation to well-organized groups to reap where they had not sown would be tremendous. If production is to be held back until all these essential groups are brought in the plan may never go into effect. The number of questions referred to the national board for ultimate decision would be, it seems likely, much greater than Mr. Ezekiel seems to suppose, and these decisions would have to be implemented if balance were to be achieved. In the last resort it is difficult to see how forcible imposition of the terms of an agreement could be avoided.

Those who believe that balanced production can be achieved only by drastic control of individual initiative in the search for profits and by a greater measure of government in industry will probably find their belief reinforced after considering Mr. Ezekiel's ingenious proposals.

EVELINE M. BURNS
Columbia University
New York

Marriage and Society

THE FUTURE OF MARRIAGE IN WESTERN CIVILIZATION, by Edward Westermarck. Macmillan. 281 pp. Price $2.50 postpaid of *The Survey*.

THE family, Westermarck finds, is a universal feature in human organization. Three main elements constitute the basis of conjugal attraction, namely, sexual pleasure, the sharing of life, and common interest in children. It is important not only that marriage be based on love, but also that married partners should be well suited to the development of a permanent love life. Emotion may misguide individuals unless compatability of personality and background are taken into account. While sex is of universal interest, nevertheless the spiritual elements in love have a tendency to increase both with the maturity of civilization and with the full development of the individual.

Studying failure in marriage, the author finds adultery the most generally recognized, although not a universal or necessary ground for divorce. Laws of divorce in general are biased in favor of the male sex. Matrimonial unhappiness arises from failure to fulfill one's role in the family circle in a variety of ways and is made more likely by considerable disparity in age, culture or patterns of life. Education for family life, the use of birth control where desirable for personal or social well-being, study of eugenic factors making for racial betterment, health examinations, and constructive marital counselling offer promise of the betterment of marriage.

The author quotes generously from advocates of various types of trial marriage but finds that the need for emotional security is not recognized adequately by them. In his discussion of free love he cites Dr. G. V. Hamilton's finding that pre-marital laxity was coordinated with a lower percentage of happiness in the subsequent marriages. Having studied the very general appreciation of pre-nuptial chastity of brides he takes the position that this attitude is not merely a feature of passing *mores,* but is deeply rooted in man's instinctive appreciation of modesty as a characteristic of woman. Moreover, irresponsible types of sexual union involve the risk to girls of being used temporarily and then discarded. In fact, the risks to women are too great to permit the relaxing of sexual morality.

Predictions of the disappearance of marriage are over hasty. Attacks upon it, insofar as they are based on uncritical revolt, will fall but changes which will accommodate it more completely to the welfare of individuals and to the good of society may be expected. Although any radical change such as the reestablishment of polygamy in the western world is out of the question, yet the laws of divorce are due for revision in the direction of making it easier to terminate bad marriages.

Durable community life in a family home will continue. No other form of organization gives equal promise of conserving the best values of love and comradeship, and as for children, it has been found that they develop most satisfactorily in emotional and social adjustments, and also in their intellectual life, when they have a normal home background. Recent experiments in Russia have added impressively to the demonstration of this fact. Because marriage is conducive to the welfare both of mates and of children, therefore it is indispensable also to the social order.

As the author has already achieved a standing in this field too well known to require comment, the present work demands consideration by all students of marriage and the family.

LELAND FOSTER WOOD
Federal Council of Churches

Panels of Awareness

PSYCHOLOGY AND THE PROMETHEAN WILL, by William H. Sheldon, M.D. Harper. 265 pp. Price $2.50 postpaid of *The Survey*.

AS physician, psychologist and student of religion, Dr. Sheldon has presented a careful study of the conflict between the forces of expression and

BOOKS FOR THE SOCIAL WORKER

"An excellent interpretation of present status"

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of repression, in which the Jungian viewpoint appears as the basis of his approach to the problems of religious adjustment. The discussion is an outgrowth of a study made possible by the National Counsel of Religion and Higher Education.

Seeking to orient religious functions in human consciousness he urges the necessity for a psychology which involves several panels of mental awareness in such a manner as to bring about "a wish for the marriage of feeling and intellect, and a potential keen delight in the achievement of it."

Life is institutionally organized in economic, political, sexual, religious and esthetic panels, the first three of which are primarily biologic, while the fourth is concerned with time and its orientations, connecting man and his God and finding expression in reverence. The fifth panel, a feeling-awareness, is regarded as dealing with the growth of the human soul. The highest religious personality results from the intelligent combination of the fourth and fifth panels. The waster, the individual of inadequate character, finds life merely an opportunity for expression, but the noblest understanding recognizes that the world is to be understood and particularly "felt with."

Dr. Sheldon seeks to develop a psychology operating on the basis of the fear of a loss of soul, his "animectomy complex." The Promethean voice must urge to better and higher things, which requires a psychology that will protect the human personality from the fatal false loves of most things as they are. Religion has to do with the integration of feeling and intellect, and psychoanalysis is merely a technique "for dealing radically with desperate religious problems." The conflicts in life are merely between the prophet and the priest, the "character-phyllic" and "character-phobic" trends in human personality.

Laying aside the introduction of some new nomenclature and ignoring the Jungian complications and implications, some interesting discussions occur in the author's analysis of his hypothesis, which he regards as a possible preface to a fifth panel psychology. Perhaps he is correct, that as a culture "we are nearly ripe for determined and emotionally driven religious movements."

Perhaps the greatest weakness of the human mind is to be diagnosed as the lost courage to grow a soul. Perhaps there are some who may be afraid to have the soul found, if it is at the price of fanaticism, opposition, narrowness and intolerance. The cornerstone of a soul may be laid in the wide field of esthetic appreciations, but the great hazard is that anesthetics too frequently destroy its functional value.

Taken as a whole the psychological theory here propounded merits consideration, particularly by students of social work, social medicine and religion. Therapy, based upon theory, however, still depends upon the fact that man is still more moved by feelings than by intelligence. If it were possible to develop man's intelligence to the frank recognition of his feelings, or to organize his feelings for the promotion of his intelligence, the possibilities of human redemption might be advanced.

New York IRA S. WILE, M.D.

Out of Experience

PHILANTHROPY AND LEARNING: WITH OTHER PAPERS, by Frederick Paul Keppel. Columbia University Press. 175 pp. Price $1.75 postpaid of *The Survey*.

HERE is an informing collection of fifteen essays written by the president of the Carnegie Corporation, who calls himself "a foundation executive . . . exposed to a wide, perhaps a unique, variety of contacts with social, scientific, and educational matters." Perhaps more exact, though long and cumbersome, would be the title, Experiences in Discovering Faults and Supplying Needs in Practically All Fields of Education.

For a critical estimate of Andrew Carnegie, of the Carnegie Corporation, and of Harvard University (through the medium of President Lowell's influence) one could scarcely do better than to read the three essays, so entitled, which are the longest in the collection. No less keen and penetrating are the succinct analyses of other themes, which, though brief, evaluate and appraise trends in modern charitable organization and administration and in education, both general and specific.

Characterizations and expressions of opinion are crisp vignettes, such, for example, as a reference to trustees who

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"recognize that social order can never be imperiled by the truth, and have the courage to stand up under criticism for acting on this belief. They have not been frightened off by the obvious presence of a lunatic fringe." Or this: the architect "understands, as the professor too often does not understand, that the practice of an art, even in a clumsy and halting way, is not only the surest road to an appreciation of what others have done, but is worth while in and of itself, and that the art of the amateur is not necessarily bad." And this one too is worthy of quotation: "When once a hobby reaches the stage of being the exercise of a skill it is, of all activities, the surest to provide that stimulation of the mature mind of which we have been talking."

The mind of the reader is informed and at the same time stimulated to do its own thinking, through these chapters.

ALFRED WILLIAMS ANTHONY
Lewiston, Me.

Light Without Leading

TWENTY THOUSAND HOMELESS MEN, by Edwin H. Sutherland and Harvey J. Locke. Lippincott. 207 pp. Price $2.50 postpaid of *The Survey*.

THE men here studied were the unemployed in Chicago shelters in 1934-35.

Although the book makes a noteworthy contribution to the all too sparse literature in this field of social work, it is evident that the work of the survey staff has been somewhat patched together to bring it into final form. The authors are sociologists who have little good to say of case work or case workers. Their staff was paid by the Illinois Emergency Relief Commission and the "other expenses of the project" were met by the Social Science Research Committee of the University of Chicago.

Part of the book flows well and succeeds in individualizing the men and their problems. The chapter, The Process of Shelterization, leaves no doubt in the reader's mind about what this demoralizing process means to men and to society.

The last chapter has the misnomer title, Policies and Pressures. An appropriate title, it seems, would be Politics. Both public officials and private agencies come in for strong words about conflicts and graft, treated in a way that seems, at least to this reader, a decided let-down from the fine job of interpretation of the men for whose needs the program of assistance was created. There are no "findings and recommendations" such as usually bring up such a study as this. There is just a sentence: "The effects on the shelter men and the analysis of their attitudes which have been presented in this book show the inadequacy of existing policies and point the way to the development of more effective policies." With this no informed person will disagree, but still he will lack a clear answer to the recurring question "But how?"

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Roots of Education

SCHOOL BEGINS AT TWO, by Harriet M. Johnson. Edited by Barbara Biber. New Republic. 224 pp. Price $1 postpaid of *The Survey*.

ALL of us who have admired for many years the work of Harriet Johnson in the education of young children are indebted to her co-workers for this gift in her memory.

The intrinsic philosophy throughout the book is, as the editor indicates, not alone for the education of two-year-olds but for education at any age level. The curriculum, she states, "presupposes an ordered analysis of observed behavior; the outlining of stages and phases in development; the conception of certain interests and impulses dominant in early childhood, and of the steps in their development. It must also assume a logical relationship between the trends in behavior and the educational process. . . ." The teacher must take a dominant though not a dominating role. "The emotional and intellectual development of children, as correlates of physiological maturing, must guide the teacher in her choice of emphasis, her selection of which signposts she will follow and which she will disregard."

Miss Johnson not only presents this major thesis but gives much insight into developmental trends, the specific educational procedures that contribute to growth, and the specific jobs of the

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teacher. These are real children that are described and the interpretations are based on sound principles of biology and psychology. No one can doubt the wisdom that lies back of these writings.

About one fourth of the volume is manuscript of a book unfinished at the time of Miss Johnson's death; some fifty pages are studies of individual children, made and organized for staff discussions; the remainder is selections from articles and notes written since the publication in 1928 of Children in the Nursery School. The book necessarily lacks the structure and completeness of a continuous manuscript and therefore probably will serve better as a stimulus to the thinking of teachers than as basic material for students beginning their preparation.

The editor has done an unusually fine piece of work in bringing together this mature contribution of a pioneer and a most brilliant student in nursery education.

LOIS HAYDEN MEEK
Child Development Institute
New York

Black Belt Economy

THE NEGRO QUESTION IN THE UNITED STATES, by James S. Allen. International Publishers. 224 pp. Price $2 postpaid of *The Survey*.

IT would be easy to point to numerous instances of exaggeration and unfairness in this book, or to put it off with the remark that it is unconvincing in its main conclusion. But in justice stress should be laid on the fact that it is the most revealing analysis of the American Negro problem seen in a long time. Evidences of painstaking study and of an appreciation for precision in the statement of facts more than offset some rather crude hits in the direction of those with whom the author disagrees.

By re-sorting census data and bringing them into relation with other statistics, Mr. Allen gives sharp outlines on the map to that hitherto vague or inadequately defined area, the Black Belt—in itself a considerable achievement. He shows that it has distinct geographic, ethnic, and economic characteristics and, all irrelevancies apart, is that section of the United States which has never completely been brought under the capitalist system. The meaning of the Black Belt lies not in its large Negro population nor in the prevalence of large scale production, even less in any special quality of the soil, but in the form of economic relations which has developed there, the plantation system. It lies in the continuous history of that system, only disturbed but not broken by the Civil War.

Wage labor here never became the basis of the economic structure. Even the northward migration during and after the World War only temporarily threatened the reliance of this area on the unfree labor of sharecroppers and share tenants, held in bondage by debt and by a law framed and administered exclusively in the interest of the owners. That migration nevertheless, according to the author, introduced the germ of what eventually will be the death of the plantation system. Disastrous as was the depression which stopped and then partly reversed this population movement, it impregnated the South of the plantations with the ideas which colored and white workers alike had gathered in the industrial communities.

Mr. Allen displays a good knowledge of plantation economy and of the social history of the South. He also contributes new facts worth knowing about Negro experiences in the North and about the relation between northern and southern progress in industrialization. He effectively questions policies and movements whose usefulness is too often taken for granted.

In sustaining the Communist Party's demand for separate statehood for the Black Belt, so as to insure a cultural home for its Negro majority, the author seems to overlook that in a United States so revolutionized as to make such a plan feasible there no longer would be incentive enough for colored citizens, even though they might wish to form such a state, to remain concentrated in it; for it would have no special advantages to offer them.

New York BRUNO LASKER

One Sided Picture

THE ADOPTED CHILD, by Eleanor Garrique Gallagher. Reynal & Hitchcock. 291 pp. Price $2.50 postpaid of *The Survey*.

THIS author, a volunteer, who has been associated with an adoption nursery for fifteen years, has several strong basic convictions in relation to child adoption. Among these are: quick action in taking a child for adoption, preferably at ten days of age; immediate legal adoption after placement with foster parents; the futility of study of a child's family background and the injustice of recording information. Most child welfare workers will disagree wholly or in part with these and with other conclusions in the book. Their experience, based on a long range view and prolonged, direct contact with families and children, has led them to the conviction that family ties are strong and should be broken only after a thorough consideration of the psychological, social, and economic factors involved—and then not too easily. To them it seems idealistic to assume that immediately after a baby is placed "they all lived happily forever after."

The author is critical of social workers, state departments of social welfare, psychologists, physicians and so on, and cites letters and cases which put them in an unfavorable light. Anyone familiar with the total picture knows that this kind of material tends to mislead the reader by means of partial presentation of facts or typical cases.

Because of the limited and, it seems, frequently erroneous concept of child welfare and of many inconsistent not to say inaccurate statements the book seems to hold no value for social workers. Unfortunately readers unfamiliar with basic social and psychological principles may be impressed by the facile presentation of fact and fancy all jumbled together.

SOPHIE VAN S. THEIS
Secretary, Child Placing and Adoption Committee, New York State Charities Aid Association

Run of the Shelves

SEX EDUCATION, by Maurice A. Bigelow. Published by American Social Hygiene Association. 307 pp. Price $1 postpaid of *The Survey*.

A REVISED and popular priced edition of an old standby, first published in 1916, which grew out of the Fifteenth International Congress on Hygiene which in turn furnished the framework for the educational program of the American Social Hygiene Association. Much new material has been added including an up-to-date bibliography.

THE PSYCHOLOGY OF ADOLESCENCE, by Luella Cole. Farrar and Rinehart. 503 pp. Price $3.50 postpaid of *The Survey*.

THIS volume may be of service to psychologists who are generally unfamiliar with the subject matter. For those who are more familiar with adolescence it offers little that is new. It is unfortunate that a rather rich presentation of case material should be marred by a considerable amount of inaccuracy of interpretative data. As its usefulness is lessened because of a lack of dependability it scarcely can be recommended to the uncritical student or teacher.

HOW TO ABOLISH POVERTY, by George L. Record. Published by the George L. Record Memorial Association. 201 pp. Price $1 direct from the Association, 26 Journal Square, Jersey City, N. J.

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